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ABSTRACT

The text of oversight hearings on proposals to extend the Library Services and Construction Act (LSCA) includes presentations on the operation of programs authorized under the act. The measure, initially passed in 1964, has provided library services for those without access to them; these included the handicapped, hospitalized, disadvantaged living in urban and rural low-income areas, the elderly, and the bilingual. Statements by Alphonse Trezza, Ervin J. Gaines, Whitney North Seymour, Jr., and Clara Jones are included, and papers on the financial aspects of public libraries are appended. (KP)

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PROPOSED EXTENSION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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HEARING

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, D.C.
FEBRUARY 16, 1977

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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PROPOSED EXTENSION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

WEDNESDAY, FEBRUARY 16, 1977

House of Representatives,
Subcommittee on Select Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:35 a.m., in room 2261, Rayburn House Office Building, Hon. John Brademas (chairman of the subcommittee) presiding.

Members present: Representatives Brademas, Quie, and Kildee.

Staff present: Thomas L. Birch, legislative aide; Christopher T. Cross, minority legislative associate; Joan Godley, executive secretary; and Valerie Lewis, secretary.

Mr. Brademas. The Subcommittee on Select Education will come to order for the purpose of oversight hearings on the operation of the programs authorized under the Library Services and Construction Act and on proposals to extend that act.

The Chair would note that the Act is now operating under a 1-year extension authorized by the General Education Provisions Act. The House of Representatives passed a 5-year extension of LSCA in February 1976, but the Senate did not act before the close of the 94th Congress. In order for LSCA to be continued beyond the current fiscal year, Congress must act this year.

This measure, which was initially passed in 1964, has been very important in providing library services for those without access to them, including the handicapped, the hospitalized, the disadvantaged living in urban and rural low-income areas, the elderly, and the bilingual.

The Library Services and Construction Act has also helped communities throughout the country to build new libraries and remodel or expand outdated ones. LSCA matching grants have, as well, promoted cooperation among all types of libraries, encouraging regional, statewide, and interstate arrangements to pool library resources.

LSCA also emphasizes assistance to those metropolitan libraries whose services are provided beyond their immediate vicinity and to State library agencies that help plan and coordinate the library improvement programs.

We are holding hearings today on legislation to extend the Library Services and Construction Act, as the Chair has said, and we are very pleased to have with us witnesses who are representatives from libraries across the country.

We are also pleased to have with us Alphonse Trezza, executive director of the National Commission on Libraries and Information

Science; Ervin J. Gaines, executive director of the Urban Libraries Council; and Whitney North Seymour, Jr., a member of the National Citizens Emergency Committee To Save Our Public Libraries.

We are pleased to have as our first witness our distinguished colleague from Georgia, the Honorable Jack Brinkley.

Mr. Brinkley, we are glad to have you with us.

STATEMENT OF HON. JACK BRINKLEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF GEORGIA

Mr. BRINKLEY. Thank you, Mr. Chairman.

Mr. Chairman, with me today is my research assistant, Miss Anne Cheek, of Atlanta, Ga. I very much appreciate the opportunity to be heard today as your panel holds hearings on the issue of extending the Library Services and Construction Act. Extension of funding for LSCA should be authorized for two very important reasons.

One, expansion of library services and, two, increased job opportunities.

One. The man or woman who will not read is as handicapped as the man or woman who cannot read. In the words of Thomas Jefferson, "A nation which expects to be both ignorant and free expects what never was and never will be."

Our Nation's libraries are basic tools for counteracting the ignorance that Jefferson saw as a threat to free men everywhere. But a library can serve as an effective protection against ignorance only when its facilities are readily accessible to all Americans, whether they live in urban or rural regions. Unfortunately, this accessibility is still not a reality in all parts of our Nation.

Imagine, if you will, a sixth grade science class in Anytown, USA, just beginning a unit of study in human biology. One day while listening to his teacher, 11-year-old Billy Adams becomes fascinated with the concept of cell division.

What can he do about his eagerness for more information? Ideally, he should be able to go that afternoon to the up-to-date library in his small community to check out a book on the subject. This action could be the initial spark in a lifelong commitment to cell research that could eventually lead to a major medical breakthrough.

Realistically, in Billy's particular small town, as in too many other American communities, no such library exists. Instead of satisfying his eagerness for information at a library, Billy plays that afternoon, unmotivated, in the streets, his earlier curiosity forgotten.

Extension of the Library Services and Construction Act would enable our libraries to reach far more of our citizens. Young minds in the smallest towns are as eager as those in the largest cities. LSCA funding could enable urban libraries to provide bookmobiles and other satellite services to surrounding communities that now are critically underserved. These decentralized library services would help to balance the amount of library facilities available in all sections of America.

In addition, these funds could provide for the construction of new branch libraries, and the renovation of existing ones; thus substantially increasing every American's accessibility to the fountainhead of knowledge.

Besides insuring the growth of library branches, extension of the LSCA would facilitate a greater volume of library services to the handicapped, the hospitalized, the elderly, and those in State mental and correctional institutions.

Two. New jobs. New library construction and remodeling would mean new jobs—an added dividend for thousands of currently unemployed workers in our country's vital and struggling construction industry.

Mr. Chairman, we have a unique opportunity to accomplish two objectives for the price of one; namely, make capital improvement to this most fundamental source of knowledge—our library system—and provide meaningful jobs. This is a wise and practical approach; getting more for our money, providing spillover benefits to secondary areas of equivalent importance.

I urge the members of this panel to authorize a progressive extension of appropriations through the Library Services and Construction Act.

Two hundred and fifty years ago, Jonathan Swift, writing in "Gulliver's Travels," said that the man or woman who could make two blades of grass grow where only one had grown before would do more essential service for mankind than the entire race of politicians put together.

Gentlemen, you have the opportunity to be that man.

Mr. Brademas. Thank you very much, Mr. Brinkley, for a most eloquent statement. It is one of the most effective that I have heard in support of American libraries as a member of this subcommittee.

I have no questions because I am so sympathetic with what you had to say, and I want to thank you again for your statement.

Mr. Quie.

Mr. Quie. I, too, want to join the chariman, Mr. Brinkley, in thanking you for presenting this excellent statement to us.

Mr. Brademas. We are very pleased to have several new members of this subcommittee, one of whom is Mr. Kildee of Michigan, whom the Chair will recognize at this point.

Mr. Kildee. I spent 12 years in the Michigan legislature doing everything I could to extend library services in Michigan. We did make some major breakthroughs, and I look forward to working with the people who share my concerns for libraries.

Mr. Brinkley. Thank you very much.

Mr. Brademas. Thank you again.

Mr. Brinkley. Thank you, Mr. Chairman.

Mr. Brademas. We are very pleased next to hear from Alphonse F. Trezza, executive director of the National Commission on Libraries and Information Science.

STATEMENT OF ALPHONSE F. TREZZA, EXECUTIVE DIRECTOR, NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Mr. Brademas. Mr. Trezza, how long is your statement?

Mr. Trezza. I would like to read parts of it, Mr. Chairman.

Mr. Brademas. Fine.

Mr. Trezza. The National Commission on Libraries and Information Science, a permanent and independent agency, is charged under

Public Law 91-345 with developing and recommending to the Congress and the President, overall national plans for libraries and information services and for the coordination of activities at the Federal, State, and local levels to meet the library and informational needs of the Nation.

In addition, the commission is authorized to advise Federal agencies regarding library and information services.

In that role, Mr. Chairman, we are present here today to talk about the Library Research and Construction Act.

Beginning in 1956 with the passage of LSCA by Congress, the Federal Government has gradually assumed responsibility for programs of financial assistance to libraries. There are some who view the continued financial support of libraries by the Federal Government with alarm because of the inferred fear that the bureaucracy will, sooner or later, stifle local initiatives, local decisionmaking authority, and intellectual freedom.

Certainly the availability of Government money for libraries during the past 22 years disproves this theory. The commission believes that the American public not only accepts the principle of Federal funding for libraries, but also equates it with the Federal responsibility for public education.

The national commission is firmly committed to the continuation of categorical grants as part of the national program. Although past Federal funding achieved many worthwhile objectives, the results fell short of the original goals, and much more remains to be done. The proposed national program would coordinate and reinforce all Federal efforts to support local and specialized services and, at the same time, provide a national framework for planned, systematic growth of library and information services in the public and private sector.

The commission strongly urges the continuation of LSCA as a basic component of Federal funding for public libraries. The commission, however, equally strongly urges the revision of LSCA.

We must have a 5-year extension of LSCA; it must be revised; the program must be forward-funded at an effective level. LSCA title I funds must be matched by State appropriations only. LSCA title III funds must be increased; funding support of urban libraries must be dealt with on a fair and equitable basis; LSCA titles II and IV must also be funded.

The recommended revisions deal with the problems and weaknesses that have developed in the administration of LSCA at both the State and Federal level over the past 22 years. LSCA has been a most effective program. Its benefits cannot be doubted, but good responsible planning and evaluation requires us to be candid, to recognize our weaknesses and, more importantly, to recognize the means to correct deficiencies.

To allow sufficient time for States without aid programs to establish them, we propose that any State-matching requirement be deferred in the legislation until 1 or perhaps 2 years after enactment. This would give the State legislatures time as well as an incentive to take action, and the State legislative action would also have the benefit of the facts and findings of the State conferences on library and information services which will be held prior to the national session of the White House Conference on Library and Information Services.

We do not propose a State-matching requirement for title II of LSCA dealing with construction projects. These are primarily of local significance and should receive strong local support.

By the same token, we believe that a State-matching requirement for title III is justified. Currently, as you know, title III has no matching provision. Title III is a program of support for cooperative networks for the sharing of resources and services by school, public, academic, and special libraries would seem to be particularly appropriate for State matching. LSCA title I funds would be matched by State appropriations only.

The Commission recommends revising the act to insure that Federal funds will not be substituted for State funds nor used as a substitute for adequate State support for the function of the State library agency. We recommend provision of a limitation on expenditures by State library agencies of 10 percent for administrative purposes.

In considering the limit on the amount of LSCA funds that can be retained at the State level for administration, a distinction must be made between administration and indirect costs, on the one hand, and statewide services on the other. The limitation should be on the former; most definitely not the latter.

The Commission recommends an assurance of an equitable distribution of LSCA funds through a new title V to support the very existence as well as the strengthening of urban public libraries.

The Commission is interested and concerned about the deterioration of the fiscal support of urban libraries in cities such as New York—Manhattan, Queens, Brooklyn—Detroit, Newark, Philadelphia, and others. At its meeting in Los Angeles in November 1976 it passed the following resolution, which is in the testimony. I will not read it, except the last clause.

That the National Commission on Libraries and Information Science advise the President and the Congress of its concern for the financial plight of the large urban public library and strongly urge that LSCA be amended by the addition of a new title that would provide the necessary financial assistance.

Adding new titles to LSCA does not seem to pose too big of a problem, but getting appropriations for new titles is very difficult, if not impossible. Title IV was added over 3 years ago and has yet to be funded. Combining the purposes of a new proposed title V with title I is not necessarily any better unless there is some strong assurance that substantial funding will be added to the present level of title I. In the past, authorizations have been generous, but appropriations have been most meager.

If the Congress again gives its very strong support to a revised and extended LSCA with adequate authorizations, as it has in the past, then it must also take a leadership role in recognizing the high priority of library and information services and support appropriations at a level that will be meaningful, if the intent of LSCA is to be fulfilled.

In December 1975 I testified before this committee and reported that the Commission had contracted for a study on the "Evaluation of the Effectiveness of Federal Funding of Public Libraries." I am pleased to report that the study is complete and its recommendations will be considered by the Commission at its regular meeting later this week.

The report will go to the Government Printing Office for publication before the end of February and will be available in late April.

I do have, Mr. Chairman, one copy of the report for your use, which I will leave.

A companion study, "Improving State Aid to Public Libraries," which developed out of our previously mentioned study, contains many important recommendations that will affect future library legislation. And I have a copy of that, even though that is not available yet for general distribution.

A third basic study which will be complete within 2 weeks is "A National Inventory of Library Needs, 1975." It examines the current financial support of public, academic, and school libraries, compares the support to national indicators of needs and identifies gaps. This study will be furnished within the next 2 weeks. I have a summory, which I will leave with you, also.

All three of thse studies, along with some others previously undertaken by the Commission—and still others currently underway—will be used as a background and discussion material for the State and territorial conferences that will be held between fall of 1977 and spring of 1979 in preparation for the long-awaited White House Conference on Library and Information Services.

I am indeed pleased to report that the full advisory committee has been appointed, the White House Conference has been "called" and that the $3.5 million appropriation request has been submittd to Congress as a fiscal year 1977 supplemental appropriation request.

Last Tuesday, our chairman, Dr. Frederick Burkhardt, and our vice chairman, Dr. Bessie Moore, and I testified before Congressman Flood's Committee on Labor-HEW Appropriations and Senator Magnuson's Subcommittee on Labor-HEW Appropriations. We are hopeful that both committees will act favorably on our budget request for the White House Conference as well as for the Commission's basic budget.

In closing, let me state that it is essential to the welfare of the residents of this country that a revised and strengthened Library Services and Construction Act be extended for 5 years. To be a more effective instrument of Federal policy designed to assist States and localities in the development of an equitable distribution of public library and information services, an elevated level of Federal funding as well as the revisions recommended earlier in my testimony are necessary.

Funding for urban libraries, either through a new title V or a distinct part of title I, cannot be delayed if we are to address the serious fiscal problems facing out cities. LSCA titles I and III must be matched on a State basis only if we are to assure the appropriate State support of library services.

We can never achieve our goal of a balanced intergovernmental funding system until the States recognize their full responsibility and support public libraries, a basic educational institution, at a level that is in keeping with the needs and interests of their constituents.

Thank you, Mr. Chairman.

[Prepared statement of Alphonse F. Trezza follows:]

PREPARED STATEMENT OF ALPHONSE F. TREZZA, EXECUTIVE DIRECTOR OF THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

The National Commission on Libraries and Information Science, a permanent and independent agency, is charged under Public Law 91-345 with developing and recommending to the Congress and the President overall national plans for libraries and information services and for the coordination of activities at the Federal, State and local levels to meet the library and informational needs of the Nation. In addition, the Commission is authorized to advise Federal agencies regarding library and information services.

The National Commission, in the development of its official long-range national program document, "Toward a National Program for Library and Information Services: Goals for Action," has determined that the development of an integrated, full service national network of library and information services is essential if we are to meet the immediate and foreseeable information requirements of the greatest number of people. Based on nationwide hearings, numerous meetings throughout the United States and with every major Federal agency involved in library and information services, the Commission has adopted its long-range program with the following overall goal:

"To eventually provide every individual in the United States with equal opportunity of access to that part of the total information resource which will satisfy the individual's educational, working, cultural and leisure-time needs and interests, regardless of the individual's location, social or physical condition or level of intellectual achievement."

National goals in the field of library and information service cannot be achieved unless there is careful articulation between local, State, multistate, and national planning. It is the Commission's view that each of these levels in the nationwide program should bear its share of the total financial burden. The Federal Government would fund those aspects of the network which support national objectives, and stimulate statewide and multistate library development needed to support the national program. The State government would accept the major share of the cost of coordinating and of supporting the intrastate components of the network, as well as part of the cost of participating in multistate planning operations. Each State must recognize its responsibility to develop and sustain its own statewide program of library and information service. Such a program must commit the State to provide funding or matching funding for development of resources and services, including special forms of statewide network assistance and specialized services.

Responsibility for fostering the coordination of library resources and services through a State has usually been assigned to a State library agency or to another agency with the same legal authority and functions. This agency is the natural focus for statewide planning and coordination of cooperative library and information services and for coordinating statewide plans with those of the Federal Government.

Proposed Federal legislation in support of library and information services must recognize that the States are at varying stages of developing their services; some States have not yet initiated plans, and others are in the early stages of planning, while sill others are already implementing sophisticated programs. Some States have networks organized by type of library, others have networks that include all types of libraries, and still others have networks that include information agencies as well as libraries.

Federal-State funding formulas must, therefore, be devised which will take into account these differences among the States and provide the means for supporting various levels of development.

Beginning in 1956, with the passage of the Library Services Act by the Congress, the Federal Government has gradually assumed responsibility for programs of financial assistance to libraries. There are some who view the continued financial support of libraries by the Federal Government with alarm, because of the inferred fear that the bureaucracy will, sooner or later, stifle local initiatives, local decision-making authority, and intellectual freedom.

Certainly, the availability of Government money for libraries during the past 22 years disproves this theory. The Commission believes that the American public not only accepts the principle of Federal funding for libraries, but also equates it with the Federal responsibility for public education.

The National Commission is firmly committed to the continuation of categorical grants as part of the national program. Although past Federal funding achieved many worthwhile objectives, the results fell short of the original goals, and much more remains to be done. The proposed national program would coordinate and reinforce all Federal efforts to support local and specialized services and, at the same time, provide a national framework for planned, systematic growth of library and information services in the public and private sector.

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The Commission recommends an assurance of an equitable distribution of LSCA funds, through a new Title V, to support the very existence as well as the strengthening of urban public libraries.

The Commission is interested and concerned about the deterioration of the fiscal support of urban libraries in cities such as New York, (Manhattan, Queens, Brooklyn), Detroit, Newark, Philadelphia, and others. At its meeting in Los Angeles in November of 1976, it passed the following resolution:

Whereas, large urban public libraries are a critical part of the Nation's information and cultural resources, and

Whereas, the large urban public libraries are vital for the educational and economic development of the United States, and

Whereas, balanced intergovernmental funding for local, state and Federal sources is essential to achieve services at a level that will assure optimum content and quality, and

Whereas, the American Library Association, a national library and information services organization representing over 35,000 institutional and personnel members, and the Urban Library Council, a national organization representing approximately fifty of the Nation's largest urban libraries, have proposed an amendment to the Library Services and Construction Act (LSCA) by adding a new Title V which would provide assistance to large urban public libraries serving cities of over 100,000 population for the purpose of purchasing books and other library materials: Now, therefore, be it

Resolved; That the National Commission on Libraries and Information Science advise the President and the Congress of its concern for the financial plight of the large urban public library and strongly urge that LSCA be amended by the addition of a new title that would provide the necessary financial assistance.

Adding new titles to LSCA does not seem to pose too big of a problem, but getting appropriations for new titles is very difficult, if not impossible. Title IV was added over three years ago and has yet to be funded. Combining the purposes of a new proposed Title V with Title I is not necessarily any better unless there is some strong assurance that substantial funding will be added to the present level of Title I. In the past, authorizations have been generous, but appropriations have been most meager. If the Congress again gives its very strong support to a revised and extended LSCA with adequate authorizations, as it has in the past, then it must also take a leadership role in recognizing the high priority of library and information services and support appropriations at a level that will be meaningful if the intent of LSCA is to be fulfilled.

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Mr. Brademas. Thank you very much, Mr. Trezza, for a most helpful statement.

Although your study of the effectiveness of Federal funding of public libraries has not yet been made public, are the recommendations that report contains on all fours with the testimony you have given us today?

Mr. TREZZA. Yes; in fact, they are more extensive recommendations for longer range changes in the library legislation. But as we have been saying, we feel the White House Conference, and the State conferences before it, are essential to get the kind of grassroots concensus and support we are going to need for a more drastic revision of the whole library legislative picture.

We think that is down the pike 3 or 4 years. There is nothing in our recommendations which run counter to the recommendations in that study.

Mr. BRADEMAS. Mr. Trezza, I note your recommendation that title I funds should be matched by State appropriations only, and I think you make the same recommendation with respect to title III. What is the basis for that recommendation?

Mr. TREZZA. I was director of the Illinois State Library for almost 6 years and in that position I had the opportunity of administering LSCA at the State level. I found quite early in the game that if I permitted it, the State would have used a large part of the LSCA funds to run the State agency and for purposes which the State is responsible rather than the purposes of LSCA. I was able to convince the General Assembly in Illinois and the Governor's office that the intent of LSCA was such that it could be used that way.

But if they really insisted on the letter of the law, they could have easily diverted large amounts of money which I use for development of the libraries in Illinois to State library purposes.

It is this that is being abused in many States throughout the country. We feel it is essential the States understand LSCA is not a replacement for money for States. It is supposed to be additional money. It is supposed to be incentive money, enriching money, money to develop new programs, not simply to replace local State funds.

We think the States will never do their fair share of their role of support if we do not make titles I and III State matching only. Local matching by shear numbers is automatic. Almost every State would meet the Federal match by local funds simply because of the number of local funds simply because of the number of local libraries and very small budgets. It is really, I think, unfortunate.

Mr. BRADEMAS. Finally, Mr. Trezza, I refer to your proposal with respect to title V for strengthening urban public libraries. As I understand it, this proposed title would help such libraries acquire books and other materials. Is this the kind of expenditure with which urban libraries need help or are they in difficulty because their operating expenses, staff salaries, fuel costs, and electrical bills are so high?

Mr. TREZZA. They are in difficulty with operating expenditures. The one problem with using Federal funds for operating expenditures, that unless the Congress as a matter of policy states that they will every year have a certain minimum fund for operating purposes, these libraries can never depend on it, and they would be in serious trouble.

This is a continuous and current problem of libraries. They can then divert other funds which they would have used for materials to staff costs and other costs. The important thing is to remember this is for cities of 100,000 or more. Any distribution of money should take into consideration the population of the cities because obviously a city of 100,000 as opposed to, say, Chicago with 3.5 million, could not use the same amount of money.

Mr. BRADEMAS. How much LSCA money now goes to the kind of urban public libraries with respect to which title V is proposed?

Mr. TREZZA. I do not have a figure for the Nation as a whole but it varies quite a bit. I know in Illinois we tried our best to recognize the importance of the large urban area which was Chicago, Rockford, and Peoria. We tried to make sure a reasonable amount of LSCA title I funds went for that purpose. I would say in our case approximately 20 percent went to that purpose in the Illinois case. I am not sure what it is throughout the Nation.

Mr. BRADEMAS. Thank you, Mr. Quie?

Mr. QUIE. Are there not in some of the large cities, libraries of significance that are used much more widely than for the cities as regional libraries?

Mr. TREZZA. With the development of public library systems in States you do have a cooperative arrangement whereby a number of public libraries are organized together and they do serve those areas. However, in almost every one of these cases, the large public library serves resource backup for these systems and helping those large libraries, therefore, would help the systems as well.

It would be indirect, but I do think this would help. It would be difficult, I think, to try to define in an act systems in the thousands because they vary in so many States and so many actually run across State borders.

Mr. QUIE. Using Cleveland Public Library as an example, how wide an area would they be serving? Would it be outside of the city of Cleveland?

Mr. TREZZA. No. Mr. Ervin Gaines, who is a witness today, perhaps will be able to answer that question more specifically.

Mr. QUIE. That is all.

Mr. BRADEMAS. Mr. Kildee?

Mr. KILDEE. On the urban libraries, Chairman Brademas mentioned that, it is more than just the acquisition of new materials. The Michigan Legislature last year and the year before came to the rescue of the Detroit Public Library somewhat but not as extensively as we would have wanted to. Part of the problem was not the shortage of books—that is part of the problem, the shortage of materials—part of the problem was operational costs. The doors were being closed. I think we have to think in terms of operational dollars, when you already have the materials there, maybe inadequate, when you have to close the door and have limited hours. This really limits the use of the library, especially when adult education is a growing factor in education and many people's availability to the library is after the regular 8 to 5 workday.

So I would think especially in the urban libraries we have to think not only in terms of new materials but in those urban areas where the tax base has eroded we must think of operational dollars.

Detroit 20 or 30 years ago, that was "the" library. I lived in Flint, Mich. I would go to Detroit when I wanted to do in-depth research because it was "the" library. Its hours were good; its services were tremendous. Now the Detroit Public Library is just trying to keep abreast and trying to keep its doors open.

I think we should think in terms of some help operationally so those doors can be kept open to use the materials already there and add to them.

Mr. Trezza. We are not against funds for the operation of the large urban libraries. We are only aware of the fact they are not dependable because you hire people on what we call self-dollars—they are in trouble. Most libraries have a book budget of 15 percent, sometimes 20 percent. You see, if that part of their budget was covered by Federal funds, then they would use their normal funds, which would be 15 percent, to help in the operation.

It is a matter of total budget rather than any specific thing. The other thing about the materials is it is a little bit easier to handle from the Federal-State in terms of over-site where operational money is a lot more difficult to really track.

Mr. Kildee. You do concede there is a real problem?

Mr. Trezza. Absolutely, and we would support it wholeheartedly if some way could be devised where at least a base would be assured each year. Otherwise, you run a risk for all Federal funds and programs where you hire people and Federal funds disappear and these people are out of a job, so you are worse off.

We are very cautious of using self-dollars for permanent programs.

Mr. Kildee. Thank you.

Mr. Brademas. Thank you, Mr. Trezza, very much. I know my colleagues on the subcommittee also express their appreciation for your willingness to make available those studies which we wil consult before undertaking final action on this bill.

Mr. Trezza. I will leave these here.

Mr. Brademas. Yes; please.

Next, the subcommittee is pleased to hear from a panel—Clara Jones, president of the American Libraries Association, director of the Detroit Public Library; John A. Humphry, State librarian for the New York State Education Department; and Barbara Williams, the Kentucky State librarian.

The Chair would like to yield at this point to the distinguished chairman of the Committee on Education and Labor, Mr. Perkins, to present the witness from his own State. Mr. Chairman?

Mr. Perkins. Mr. Chairman, first I want to congratulate my colleague and the distinguished chairman of this subcommittee, John Brademas, for his timely hearings on this most important piece of legislation, the extension of the Library Services and Construction Act, which expires September 30, 1977. When I first came to Congress we had no Federal programs of this kind. We tried then to pass a rural library services bill involving an expenditure of $2 million for the development of rural libraries throughout the Nation.

We lacked one vote in the House of Representatives, and the library services bill—the so-called rural services bill—was defeated.

Things have changed considerably in the past quarter of a century and we now have an effective and necessary program. The programs have been of tremendous value and the gentleman from Indiana, Mr. Brademas, and his counterpart, Al Quie, have played a major role in the growth of the program. Many years ago I took a great interest in this program and today I am just as interested as I ever have been. The chairman of this distinguished subcommittee will have my full cooperation in expediting this legislation through the full committee just as soon as this subcommittee makes its report.

I am here on this occasion to introducee Mrs. Barbara Williams, a native of my congressional district, from Prestonsburg, Ky. Mrs. Williams is a graduate of Columbia University and received her master's degree in library science there. She was appointed librarian by the present Governor, Julian Carroll, on January 1, 1977.

I know she will do an excellent job in representing not only our interest in Kentucky but library needs across the Nation. I think I can say you have friends both on this subcommittee and on the House Committee on Education and Labor, and we will all work together.

I cannot think of a piece of legislation that will receive greater attention and be in more friendly hands than this bill.

Mr. BRADEMAS. Thank you very much, Mr. Chairman. I appreciate your gracious comments. I know from having sat on this committee for quite a while now that Carl Perkins cares very deeply about libraries. That is one of the reasons he is here today.

So we are very pleased to have all of you with us. Miss Jones, would you like to go ahead? You have a rather substantial statement. Do you think you could summarize it?

A PANEL CONSISTING OF CLARA JONES, PRESIDENT, AMERICAN LIBRARIES ASSOCIATION, DIRECTOR, DETROIT PUBLIC LIBRARIES; JOHN A. HUMPHRY, ASSISTANT COMMISSIONER FOR LIBRARIES, NEW YORK STATE LIBRARY; BARBARA WILLIAMS, KENTUCKY STATE LIBRARIAN

Ms. JONES. My name is Clara Jones. I am director of the Detroit Public Library and also president of the American Library Association which I represent today.

The association is a nonprofit educational organization whose 35,000 members include librarians, trustees, educators, and library users in all parts of the Nation. I am here on behalf of all our members to urge your support for extension of the Library Services and Construction Act which we all call LSCA for short, a State grant program which assists States and localities to improve public library services to renovate old or construct new library buildings and to cooperate with all types of libraries across jurisdictional lines, to better serve all Americans.

Thanks in great part to the initiative of this subcommittee and the 93d Congress we have a law calling for a White House Conference on Library and Information Services not later than 1978, Public Law 93-568. It is our firm conviction that through the White House conference process, the States and localities as well as the Federal Government will accomplish at very low cost the kind of major reassessment of library services that is badly needed today. We would urge you to extend LSCA without major change to allow the White House Conference and the preceding State conferences to run their course and to allow sufficient time for wrap-up and preparation of final reports. Then based upon the conference's findings, it would be appropriate to consider a substantial revision of LSCA or its replacement with entirely new labrary legislation in the early 1980's.

Until this time we would like to suggest extension of the existing act with amendments to tighten up the administration of the program, providing stronger incentives to the State to strengthen their own State programs of aid to local libraries and target much needed additional support to urban public libraries.

The five amendments we recommend are as follows: First, 5 year extension of existing titles. The American Library Association urges an extension of LSCA for 5 additional years with specific authorizations for the first 3 years and for the remaining two such sums as necessary depending on the findings of the state and national conferences on libraries and information services.

While we recommend that authorizations for titles 1 and 2 be continued at existing levels, we strongly urge the committee to raise the authorization level for title III in order that over a 3-year period it reaches at least $50 million.

The States have developed the groundwork for successful interlibrary cooperative projects with assistance from title III. But the program must be more adequately funded in future years if it is to have significant impact. Only $18.2 million is now authorized and only a fraction of this has been appropriated. We believe the authorization should be raised to signal the importance of this unique cooperative program.

No. 2, amend title I to require State matching. We believe a strong case can be made for amending LSCA title I to require State matching instead of allowing the local match option now possible. Requiring State matching would serve to strengthen State programs of library support. With the exception of the District of Columbia and Hawaii, also the Trust Territory of American Samoa, Guam, Puerto Rico, and the Virgin Islands which are not structured to provide State aid to libraries, only 11 States do not now have State aid programs in support of public libraries. These States are Indiana, Louisiana, Montana, New Hampshire, North Dakota, Oregon, South Dakota, Utah, Vermont, Washington, and Wyoming.

To allow sufficient time for States without aid programs to establish them, we propose that any title I State matching requirement be deferred in the legislation until 2 or perhaps 3 years after enactment.

No. 3, add a new title V to assist uhban public libraries. Mr. Trezza has given the basis for that very clearly. I would just like to add a word about funds for library materials—books and films and everything else. Although libraries certainly are in need of operational costs, we can remember the time when under the administration before last funds were impounded and deferred and this, I think, is a strong argument for forward funding or, I guess, a better term is advanced appropriations so there is not that kind of break where we cannot depend on things and things will close down.

Another thing in particular about needing funds for the purchase of books, I compare it to a zoo. Zoos are run by city governments and when funds run out or they are low, if the zoo is cut to te point where it cannot feed its animals and keep the tropical animals warm, then the zoo just goes by the by.

Well, purchasing books and other library materials would be just like that. We know that there has been an information explosion in the past several decades, particularly since World War II. And a publishing explosion and information especially in our technological society changes so rapidly and there are so many new advanes that if a library cannot keep up with this at a reasonable pace, then the materials it has are outdated. You would be giving out incorrect information, insufficient information.

And so the heart of a library, of course, is its materials but then you cannot separate that from the operation from having staff there. Otherwise, if you have just a big warehouse just stored full of all kinds of materials, it is not available to you, you might just as well not have it. If a person comes and needs something and you can only say to them, "It is in there somewhere but it is not organized," then it is not made available to people. So both are important, but we are giving our first emphasis to library materials because immediately the destruction of the library will begin if you do not have the library materials. And this will free up some of your State funds, local funds, to provide for operations for staff and so on.

Four is to amend LSCA to place a percentage limit on administrative funds. At present, there is no limit on the amount of LSCA funds States can use for administrative purposes, and we believe that a limit of no more than 10 percent of a State's LSCA title funds should be spent for administrative and indirect costs. This does not mean the State services, but it does separate them from administrative costs.

And last, to provide for advanced appropriations. I have spoken to the need for that.

In conclusion, the American Library Association stands ready to provide further information and to assist your committee in any way we can. We urge extension of LSCA. I thank you for the opportunity to present our views.

[Prepared statement of Clara Jones follows:]

Statement of
Clara Jones
President, American Library Association
on extension of the
Library Services and Construction Act
before the
Subcommittee on Select Education
of the
House Committee on Education and Labor

February 16, 1977

My name is Clara Jones. I am director of the Detroit Public Library, and President of the American Library Association, which I am representing here today.

The Association is a nonprofit educational organization, founded in 1876. We have about 35,000 members, including librarians, trustees, educators, and library users. Our organizational members represent libraries from rural areas, from urban areas, and from suburban communities, in all parts of the United States. Members of the American Library Association are concerned with all types of libraries: state, public, school and academic libraries, research and law libraries, special libraries serving persons in government, commerce and industry, the arts, the armed services, hospitals and other institutions.

I am here today on behalf of all our members to urge your support for extension of the Library Services and Construction Act (LSCA), a state formula grant program which assists states and localities to improve public library service, to renovate old or construct new library buildings, and to cooperate with all types of libraries across jurisdictional lines to better serve all Americans.

White House Conference

First, Mr. Chairman, I would like to convey to you our great appreciation for the strong leadership you have demonstrated in support of the White House Conference on Library and Information Services, authorized by PL 93-568. Although we were disappointed that the White House Conference process did not get started sooner, we are heartened now that all 28 members of the White House Conference Advisory Committee have been appointed, and the President's FY 1978 budget requested FY 1977 supplemental funding for the White House Conference and the preceding state conferences. It is our firm conviction that through the White House Conference process, the states and localities as well as the federal government will accomplish at very low cost the kind of major reassessment of library services that is badly needed today.

Library service to the American people has greatly improved in recent years, to a great extent due to the Library Services and Construction Act. Nevertheless, in many areas high quality service continues to be the exception rather than the rule. Inequities in public library finance at the state and local level have by and large persisted, although some states have developed state assistance programs that include a form of equalization.

Thanks in large part to the efforts of the National Commission on Libraries and Information Science, which has been diligently working to develop a national plan for improved library and information service, considerable discussion has arisen recently in the library and information community as to how the roles of federal, state and local governments might be redefined to provide better library service to all. The White House Conference and the preceding state conferences will serve to bring this discussion to a broad spectrum of the American people, the users and potential users of libraries. It is the views of the American people themselves, not the library and information community, that must be sought now, and the White House Conference will provide just the vehicle to accomplish this goal.

Then, with the benefit of the work of the National Commission on Libraries and Information Science on the one hand, and the findings of the White House Conference on the other, not only the federal government, but state legislatures and local governing officials as well will be in a far better position than we find ourselves today to design new library legislation for the 1980s and beyond.

LSCA Extension

We would urge you to extend the Library Services and Construction Act without major change to allow the White House Conference process to run its course, and to allow sufficient time for wrap-up and preparation of reports. Then, based upon the conference findings plus the work of the National Commission, it would be appropriate to consider a substantial revision of LSCA or development of entirely new library legislation, in the early 1980s.

Until this time, we would like to suggest a number of amendments that could productively be made now to LSCA, which would serve to tighten up the administration of the program and provide stronger incentives to the states to strengthen their own programs of assistance to local libraries. Also, we believe a new title should be added to LSCA to provide much-needed additional support to urban public libraries. The five amendments we recommend are discussed briefly below.

Amendments Recommended by ALA

1. Five-year extension of existing titles

The American Library Association urges an extension of the Library Services and Construction Act, to allow time for the findings of the White House Conference to be collected and analyzed before major revision of federal library legislation is considered. We recommend a five-year extension, with specific authorization for the first three years, and for the remaining two, such sums as necessary depending upon the findings of the state and national conferences on library and information services.

While we recommend that authorizations for Titles I and II be continued at existing levels, we strongly urge the Committee to raise the authorization level for LSCA Title III so that over a three-year period it reaches at least $50 million. The states have laid the groundwork for highly successful interlibrary cooperative projects with assistance from Title III, but the program must be more adequately funded in future years, so that interlibrary cooperation and network development utilizing and expanding the use of school, public, academic, and special library resources will truly achieve its potential of greatly improved library service to all.

Once the states have concluded their conferences in advance of the White House Conference on Library and Information Services they will have a more timely and accurate assessment of their needs for library services and of the resources available to meet those needs. Accordingly, we urge a specific authorization for three years and open-ended sums as necessary for the next two.

2. Increase incentives for state support of libraries

We believe a strong case can be made for amending LSCA to require matching of federal funds provided under Title I by state funds, instead of allowing the local match option now possible. Requiring state matching would serve to strengthen state programs of library support. With the exception of the District of Columbia and Hawaii (and the Trust Territory, American Samoa, Guam, Puerto Rico, and the Virgin Islands) which are not structured to provide state aid to libraries, only eleven states do not now have state aid programs in support of public libraries. These are Indiana, Louisiana, Montana, New Hampshire, North Dakota, Oregon, South Dakota, Utah, Vermont, Washington, and Wyoming.

To allow sufficient time for states without aid programs to establish them, we propose that any Title I state matching requirement be deferred in the legislation until two or perhaps three years after enactment. This would give the state legislatures time as well as incentive to take action, and the state legislative action would also have the benefit of the facts and findings of the state conferences on library and information services.

3. A new title to assist urban public libraries

The American Library Association supports a proposal developed by the Urban Libraries Council which recommends adding to LSCA a new Title V to help urban public libraries. The text of this proposal, plus a resolution supporting it which was adopted by the Council of the Association in 1976 are attached to this statement.

We believe a new Title V focused on the special needs of the central city library systems of major metropolitan areas would help significantly to reverse an unfortunate and disastrous trend of deterioration that has developed in recent years. Because central city libraries are generally older and larger, they have rich collections lacking in the smaller libraries on their periphery. Indeed, the large urban library is typically at the center of a cooperative network of libraries where these have been developed. In addition to serving residents of outlying areas through cooperation with their libraries, the center city libraries also serve directly many people who neither live nor pay taxes in the central city.

Few if any of the large urban libraries continously record the extent of this kind of service but many have made statistical studies from time to time. From these studies, we learn, for example, that 38 percent of the users of the Detroit Public Library were nonresidents. The corresponding figure for Baltimore is 20 percent and for San Francisco about 13 percent. We believe that these figures and others that will be presented to the Committee in the course of these hearings will buttress the case for additional federal support for urban public library services, as well as the case for increased state support.

Some of our nation's greatest city libraries are facing severe crisis today, not only in New York City, but in other urban areas as well. The economic crisis has had severe impact on urban public libraries. Mayor Paul Jordan of Jersey City has been quoted as saying "We may become the first major city in the nation with no library system as a result of our money problems." The Brooklyn Public Library has been forced to develop a to plan to pare down its branch service. Employees are being discharged and vacancies not filled. Similar problems are being faced by the libraries in San Francisco and Los Angeles, Chicago and Detroit, to name just a few.

A new LSCA Title V is urgently needed to help the great city libraries in this time of crisis. It would be a tragedy, indeed, if major public libraries are allowed, for lack of funds, to deteriorate beyond repair. We must see that this negative trend is reversed before it is too late.

4. A limit on administrative funds

At present, there is no limit on the amount of LSCA funds the states can use for administrative purposes. The LSCA extension bill passed by the House in 1976 (HR 11233), which died at the close of the 94th Congress for lack of action in the Senate, attempted to deal with this problem by requiring that administrative costs expended by the states in carrying out LSCA programs be matched by non-federal funds.

We were pleased that the Committee felt some limitation should be put on administrative costs. We believe, however, that a simpler and more effective approach would be to establish a limit of no more than 10 percent of a state's LSCA Title I funds that can be used for state administration and indirect costs.

We note that a 1974 GAO report to Congress* recommended that such a limitation be established as one way of helping to insure that the target groups (such as the handicapped, the bilingual, the disadvantaged) are served in accordance with the purposes of the Act. HEW, in appendix II of this report, concurs in the recommendation that such a limitation be established on administrative costs.

HEW did not concur with another GAO recommendation that a limitation be placed also on statewide services. We heartily agree with HEW on this point, for we feel that a dollar or percentage limitation on statewide services would defeat the purposes of the Act in many cases. In rural states, particularly, the most efficient type of library service may be that provided by the state library agency to many communities far too small to support their own library service. In New Mexico, for example, bookmobiles are run by the state agency to many sparsely settled areas that would otherwise have no access whatever to library service. In Vermont, the state library agency runs a very successful books-by-mail service, which provides library access to persons in rural sections of the state. Programs such as these are badly needed and would be disastrously curtailed if a limitation were to be placed on statewide services.

In considering a limit on the amount of Title I funds that can be retained at the state level for administration, therefore, we urge the Committee to make a distinction between administration and indirect costs on one hand and statewide services on the other. The limitation should be upon the former, most definitely not upon the latter.

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*Federal Library Support Programs: Progress and Problems, GAO Report to Congress, December 30, 1974 (MWD-75-4).

5. Advance appropriations

The American Library Association further proposes that the extension of the Library Services and Construction Act make explicit the provisions for advance appropriations contained in the General Education Provisions Act to emphasize the urgent need for timely funding of LSCA. Ideally, the new congressional budget procedures will obviate the need for advance appropriations, but that has not been the experienc thus far, because of the authority given to the Administration for proposing rescissions and deferrals.

In 1975 the states did not receive their allocations under the LSCA until April, or two months before the close of the fiscal year. In 1976 states were not advised of their allocations until November, or four months after the start of the fiscal year. As a result, services were curtailed, projects were interrupted, and plans for the most effective use of library dollars were necessarily made piecemeal. To illustrate, we received reports from the following states, among others:

> Indiana - Delayed enactment of federal appropriations, and impoundment or deferral of appropriated funds have had the following effects among others in Indiana: (a) a minimum of new projects have been funded; (b) even though there have been several requests for funds for bookmobile demonstrations in counties without service, these have had to be turned down due to the uncertainty of funds; (c) funds budgeted for state institutional library services have remained at the previous year's level even though book and equipment costs have increased.
>
> California - A project cannot be sustained when the federal fund flow is interrupted causing years of pre-planning to be wasted, staff redirected to other areas of need. When federal funds are withheld, even for a short period, the effect is disastrous in light of the percentage of public funds wasted because of the shut-down and start-up of a project.
>
> New York - Projects are dropped or delayed. State planning is impossible. Staff is laid off, and those that remain are plagued with uncertainties. Chaos is created generally. We desperately need assurance of advance funding for the best and most effective use of federal funds.
>
> Pennsylvania - Delayed funding seriously jeopardizes significant progress made throughout the state in such areas as statewide delivery services, automated cataloging systems, film services, and library development advisory services. Impoundment makes long-range planning impossible. It raises the expectations of the community and ultimately the library user - only to let them down which further erodes their confidence in government.

> Iowa - Delayed appropriations and impoundment have created many problems in the administration of federal programs. Libraries lacking the resources to continue LSCA-assisted programs on their own budget prematurely, are forced to close what might have been a very successful service program. Delivery systems to the handicapped, aging, and isolated, suffer the greatest damage due to increased fuel costs, and the lack of stability in funding.

> Wisconsin - Delayed availability of appropriations interferes most seriously with the joint state/local planning for LSCA projects. This is particularly characteristic for communities where the local share of project funding is difficult to obtain.

To avoid these problems we urge the Committee to include an advance appropriations authorization in LSCA.

Having discussed each of the five amendments we recommend, I will now devote the remainder of my statement to some of the accomplishments that have been achieved to date under LSCA, as well as some of the more acute needs that remain.

Titles I and IV are discussed together, since these are the "library service" titles of the Act. Title II follows, and I want particularly to call your attention to this section and to the need for extending the Title II construction authorization. Even in recent years when LSCA Title II has not been funded at all, the existence of this LSCA authorization has enabled public library construction projects in Appalachi and other depressed areas to qualify for federal funds under other programs, funds they would not be eligible to receive were it not for the existence of the LSCA Title II authorization. Also in this connection, I want to call your attention to th state table attached to this statement, showing the number of library construction projects that could be started within the next few years with matching assistance from LSCA Title II.

The interlibrary cooperation provisions of LSCA Title III are discussed last. LSCA Title III has since its creation been an underfunded and underrecognized title. Its potential for improved library service nationwide is very great indeed.

Accomplishments of LSCA and Needs That Remain

1. Library services (LSCA Titles I and IV)

LSCA support has enabled libraries to extend and improve services to groups whose access to libraries has been limited or nonexistent -- low income families, bilingual families, the elderly, persons isolated by reason of distance or physical handicap, the institutionalized. If the program should be discontinued, these groups would stand to lose the most.

In localities with high concentrations of low income families, the property tax base does not provide enough revenue to support quality library service. And with basic costs -- prices of books and periodicals, postage, electricity and heating fule -- spiralling upward, it becomes increasingly difficult for libraries to extend services to those not served or not served adequately. Indeed, many libraries are finding it difficult to maintain the level of service they have been providing. Yet even under such conditions, LSCA has helped the states and localities to find a way to provide new service to groups requiring it. In short, LSCA funds have provided and continue to provide the incentive for libraries in all parts of the country to serve the unserved.

For example, in Oklahoma, LSCA money in 1973 and 1974 was used, in part, to fund a multi-county demonstration project in the southwestern part of the state. This project brought library services to Harmon and Jackson counties -- counties which had never before had library services. The citizens of these two counties found the services so valuable that when the demonstration project funds were withdrawn last year they did not wait for the state to pick up the funding; they voted a 2-mill library tax on themselves to keep the library going.

One way in which libraries have extended their services to those unable to come to the library in recent years is through books-by-mail programs. In a typical program, the library mails out a catalog highlighting titles in its collection (or listing a paperback collection assembled for the purpose) to target groups. Families or individuals can then borrow and renew or return books entirely by mail and without any expense to themselves.

The Report of the 1973 Conference on Books by Mail Service* indicates that rural books-by-mail programs are reaching from 10 to over 50 percent of rural population hitherto unserved by any of the standard public library services in the local area. Urban or metropolitan books-by-mail programs are the main source of books for a growing segment of those homebound, institution bound, and the elderly, and reach from 4 to 6 percent of the total population in the local urban area. The circulation cost of such programs seems to be comparable to branch or bookmobile circulation, although whether books by mail remains a viable alternative depends partially on the extent of the rise in postal rates. The library postal rate is now scheduled to rise over 300 % according to the latest rate change requested by the Postal Service.

The North Central Regional Library in Wenatchee, Washington, began a books-by-mail program to serve low-density rural populations spread over a wide geographical area. The service proved to be extremely popular, growing at a rate of from 30 to 50 percent each year. It accounts for over 10 percent of the total library circulation. At the termination of the LSCA funds that had been supporting it, the Library Board decided to keep the Mail-Order Program, finding that it turned out to be quite competitive with other alternatives in terms of cost and more advantageous in terms of achieving the objective of equalizing library service. For this library, the main strength of the program lies in the fact that it does not require the concentration of population in a locality that bookmobile or branch service would require.

In New York, the Wyoming County Library, after having extended its books-by-mail service to the inmates of the Attica Correctional Facility for over a year, received word in June, 1973, that they would receive $5,000 to make the library staff, catalog, and book collection more fully available to the residents of Attica. The $5,000 was part of a larger $20,000 grant being made to Attica under LSCA to support a project providing paperback books for the reading interests of prison inmates. $10,000 of the grant was used to buy paperback books to place in cellblock libraries. $5,000 went to a professor of library science at SUNY, Geneseo, to train six inmates in library duties and to select the books for the paperback collection.

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*Books by Mail Service: A Conference Report, June 23, 1973, Las Vegas, Nevada. Sponsored by Council on Library Resources and Indiana State University, Department of Library Scienc. Ed. by Choon H. Kim, pub. by Indiana State University, Sept. 1973.

We are disappointed that Title IV of LSCA, Older Readers Services, has never been funded since it was enacted in 1973. However, we are pleased that some services to the elderly have been carried out under Title I, including projects in California, Missouri, and Wisconsin. In 1974-75 LSCA grants in California included $38,660 to the Inland Library System for its ORIFLAMME service to the aged project, and $30,000 to the San Joaquin Valley Library System's program for the handicapped and aged. Much more could be done along these lines if there were additional funding.

An example of the variety of outreach services aided by LSCA funds is provided by the state of California. Highlights among 1975-76 grants include $290,287 to the Oakland Public Library for development of bilingual library service to the Asian community; $137,000 to the San Joaquin Valley Library System to establish library service to 15 correctional institutions in four counties; $127,537 to the San Jose Public Library for purchase of Spanish language materials and demonstration of bicultural service in both branch libraries and community centers; $77,111 to the Sonoma State Hospital resident library and mobile unit, including service to assist released patients in the community; and $107,610 to the Metropolitan Cooperative Library System, Los Angeles County, for special services to an estimated 55,000 deaf and hearing impaired residents.

These examples serve to illustrate how effectively the Library Services and Construction Act has aided libraries to serve those not served adequately or not reached at all. This has been accomplished by the careful use of seed money in the form of project grants to demonstrate new methods of library service, to allow libraries to work cooperatively across jurisdictional boundaries, and to improve service to the disadvantaged or previously unserved.

LSCA also serves to effectively supplement and complement other Federal programs. An example is library service to the blind, spearheaded by the Library of

Congress. When the "Act to Provide Books for the Adult Blind" was passed in 1931, and 18 institutions were designated as regional libraries to serve the blind of the nation, the libraries were to be locally supported, with their talking book machines and a major portion of their talking books and braille books coming from the Library of Congress.

This program continues today, with the Library of Congress providing the materials to designated regional libraries at the state level, and to subregional libraries at the local level. The state and local libraries use their own funds and some assistance from LSCA to house the materials and provide support services and staff to make them available to the blind and physically handicapped. There are now 54 regional libraries at the state level, and about 150 subregional libraries, usually municipal public libraries. It is an effective program and an excellent model of local, state, and federal sharing.

Title I priorities, in addition to service to the disadvantaged, the bilingual, the elderly, the handicapped, and others who have no access to library service, include aiding metropolitan libraries and strengthening State Library Agencies. Urban libraries have special problems today arising out of the massive problems of large cities -- the problems of diversity of population, of taxation and funding, of urban crowding -- as well as increased demands on their resources and services by users outside their boundaries. LSCA funds have helped to strengthen the capacity of metropolitan libraries to make their resources more accessible on a national or regional basis, and have aided special projects to implement national priorities in such areas as Right to Read, career and vocational education, drug abuse and environmental education.

The stimulation of federal funds has also helped to develop statewide library programs, operated by the State Library Agencies, the governmental units responsible for providing leadership in library development throughout the state. Projects initiated include statewide and multi-county regional system development, statewide and regional film circuits and books-by-mail service, interlibrary cooperation and centralized processing centers, and in-service training programs.

In Vermont, for instance, the Department of Libraries' Reference Services Unit, with its Access Office branch at the University of Vermont, serves as a referral center for questions which cannot be answered at the local level. The Unit also operates as a switching center for the Vermont Library Teletype Network, providing rapid response to requests for locations of materials listed in the Vermont Union Catalog. This results in much improved, cost effective sharing of library materials by all libraries and library users.

Extension of authorization for Title I of LSCA is urgently needed to help libraries respond to those groups outside the mainstream of society who are articulating their needs as never before, to meet the people's need for accurate and timely information in a complex society, and to enable libraries to pool resources as the only way of ensuring that larger numbers of people have access to the growing number of publications in a time of rising costs and limited funding.

2. Library Construction (LSCA Title II)

As you know, Title II of the LSCA was last funded in fiscal year 1973, and the entire $15 million appropriation was impounded by the Administration until the middle of fiscal year 1974 when it was released pursuant to court action brought by the States. These funds were rapidly obligated, and because further Title II appropriations were not made, a backlog of public library construction and remodeling projects has developed.

Last month the ALA surveyed the states to learn how many public library construction projects would be ready to go -- that is, with the necessary matching funds available -- if Title II were funded in 1977-78. We were told that 772 library construction projects in 42 states could be started in 1977 and 1978 if LSCA Title II appropriations were available.

Attached to this statement is a state-by-state list of public library projects on which construction could begin if LSCA matching funds were forthcoming.

In addition to projects for which matching funds are available, states have identified hundreds of additional public library construction projects that are badly needed but are in communities that cannot generate the local matching funds required for participation in a program like Title II.

The need for public library construction is spread throughout the country, as the attached list shows, and the employment effects of meeting those needs would consequently be felt throughout the economy. I want to point out also that many of these projects are not for wholly new construction but propose remodeling or modernization of existing structures. Many libraries are trying to provide services through smaller neighborhood branches. Many libraries need to alter their facilities to permit their use by the physically handicapped. Requirements of the occupational safety-health standards must be taken into consideration. In some places, libraries are faced with a need to convert their heating equipment in an effort to comply with local limitation on sources of energy and to hold down their operating costs.

We are convinced from the data we have collected, that this library construction program is badly needed and must be continued.

3. Interlibrary Cooperation (LSCA Title III)

Title III is a highly significant federal program that encourages cooperation among all types of libraries irrespective of jurisdictional lines. It is a popular and successful program, although severely underfunded from the start. Notwithstanding the relatively small amount of Title III funds allotted to each state and the uncertainty that has attended provision of the funds in recent years, the states are making significant improvements and economies in their services through the Title III program.

In Pennsylvania, for example, materials are exchanged through a van delivery system that connects 150 libraries across the state. The academic and public libraries list each book they purchase in a central computer file so that any cooperating library can instantly determine which other libraries own a specific book requested by a reader. A catalog of the holdings of over 100 Pennsylvania libraries is being placed on microfilm, and copies will be placed at several locations throughout the state so that these books may be borrowed on an interlibrary loan basis.

Kansas has used Title III funds to start and operate an interlibrary loan system that includes college, junior college, high school and public libraries. Any patron of any of these libraries has access to the materials in any other library in the system. This has given libraries the opportunity to enlarge their collections since they do not have to purchase seldom-requested esoteric titles which are available at participating libraries. Cooperative endeavors such as this would not have been possible without the availability of Title III funds to encourage and assist development of the new system.

California has used a Title III grant to set up a Cooperative Information Network with the purpose of responding as totally as possible to the informational needs of individuals, government units, and businesses located within Santa Clara County. Participants in the network from the beginning included the libraries of three universities (Stanford, Santa Clara, and San Jose State), eight sizeable public libraries, five burgeoning community colleges, scores of school and media libraries, plus the vast scientific collections of special libraries. More libraries joined later.

The participating libraries are linked together by teletype equipment for rapid interlibrary communication. This enables the library patron to have access to the resources of the entire network, just by visiting his/her own local library. LSCA Title III has been instrumental in stimulating state and regional network development in all parts of the country.

Increasingly, libraries are interconnected through teletype equipment such as the TWX service provided by Western Union. In addition to the library network in Santa Clara County just described, another example is KENCLIP, the Kentucky Cooperative Library Information Project. Recent rate increases proposed by Western Union last summer and subsequently approved by the Federal Communications Commission have raised KENCLIP's cost by about $2,784 annually. In California alone, there were about 400 TWX machines installed in libraries in 1972. The Mountain Valley Library System is perhaps typical. Four TWX installations constitute the system -- one in Sacramento, one at the California State University in Sacramento, one at the University of California at Davis and one at the Mono County Library. The previous monthly charge was $334 and the new monthly charge is $431.

Rate increases such as these jeopardize network development, particularly in rural areas, for the new rate structure for TWX places additional costs on rural communities by means of a remote extension charge. In Vermont, for example, the State Librarian has informed us that the increased cost of TWX beginning September 1, 1975 results in an addition of about $1,500 to the annual TWX bill for five library installations located throughout the state. More than half of this amount, or $900, represents the new remote extension charge for areas outside designated cities, the remainder being increased access costs.

The New Mexico State Library with assistance from LSCA Title III has developed a network of resource sharing among 12 public libraries and 17 academic libraries located throughout the state and interconnected by means of TWX. "This communication network has been especially meaningful in a state such as New Mexico which is hindered by long distances and limited information resources," the State Librarian reports. It provides a primary source of information for citizens in rural areas. With the recent inauguration by Western Union of the new remote extension charge, the State Librarian estimates an additional cost to New Mexico libraries of some $4,674 annually.

Under Title III, LSCA money is used to foster interlibrary cooperation, even across state lines. In southeast Louisiana, five public libraries, eight academic libraries and three special libraries have formed a cooperative library network for the New Orleans area. A farmer in a rural area 30 miles from New Orleans was having trouble with his cattle. They were afflicted with anaplasmosis. He did not know what to do. Through the cooperative library network he was able to get technical journals at his local library from the Louisiana State University Medical School Library. His cattle pulled through.

The State Librarian of Ohio has told us that, thanks to Title III funds, patrons of the library in McArthur, an Appalachian community of less than 10,000, were able to borrow books from the Ohio State University Library, from the Akron Public Library and even from the Library of Harvard University. Here is a local public library with an annual budget of $12,660 giving service of this kind to its patrons, and this is made possible by Title III.

We are sometimes asked why federal funds should be provided for the interlibrary projects supported under Title III. There are several reasons. Many of these networks of cooperating libraries reach across state boundaries as, for example, in metropolitan areas located in more than one state. The federal funds also stimulate and support the less-advanced library systems in their efforts to provide better service. Often Title III projects demonstrate the benefits of public library service, and the local people subsequently vote to tax themselves for its continuation. We have seen this happen many times, in state after state.

LSCA Title III is an important federal program, encouraging cooperative efforts across jurisdictional lines. As library networks are developed, duplication of effort can be reduced and the use of all libraries expanded. It is essential that this Title be extended, and that it be more adequately funded in the future, to help states meet the increased costs of networking.

Conclusion

In conclusion, we urge the Committee to act expeditiously in extending the Library Services and Construction Act for an additional five years. We hope you will increase incentives for state support of public libraries by establishing a state matching requirement for Title I funds; that you will add a new Title V to assist urban public libraries; that you will place a percentage limitation on the amount of LSCA Title I funds the states can use for administrative purposes; and that you will require advance appropriations.

We appreciate this opportunity to present the views of the American Library Association to your Committee. If there is further information you need, please do not hesitate to call on us.

Attachments:
  Proposed LSCA Title V
  ALA resolution
  State table of public library construction projects

PROPOSED LSCA TITLE V

To amend the Library Services and Construction Act to provide for a program of federal aid to large urban public libraries.

__Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled__:

That the Library Services and Construction Act is amended by adding the following Title:

Title V - Large Urban Public Libraries

Declaration of Policy

Sec. 501. In recognition of the serious financial distress of large urban public libraries, the Congress hereby declares it to be the policy of the United States to provide financial assistance to such libraries for the purchase of books and other library materials. Large urban public libraries are a critical part of the nation's information and cultural resources, and as such are deemed to be vital for the educational, cultural and economic development of this country. Balanced intergovernmental funding is, therefore, essential at the local, state and federal levels in order to achieve the content and quality of public library services for the citizens of the United States.

Grants to States for Large Urban Public Libraries

Sec. 502. The commissioner shall carry out a program of making grants to States for providing financial assistance to large urban public libraries. The Commissioner shall allot to each State such part of the amount appropriated for this purpose as the total population of cities over 100,000 persons of the State bears to the total population of cities over 100,000 persons of all the States, except that no State shall receive less than $20,000.

Uses of Federal Funds

Sec. 503. The grants under this title shall be distributed by the State library administrative agency, on an equal per capita basis, to public libraries serving cities of over 100,000 population. The funds shall be used for the purchase of books and other library materials. In the event that a public library receiving such funds reduces its level of total financial support from public funds, other than federal funds, to an amount which is less than the average sum for the three years immediately preceding the grant, the funds to which such library would otherwise be entitled shall be withheld by the State library administrative agency.

Sec. 504. There are hereby authorized to be appropriated for the purposes of this Title $60,000,000 for the fiscal year ending September 30, 1978, $70,000,000 for the fiscal year ending September 30, 1979, and $80,000,000 for each of the next two fiscal years.

SPECIAL ASSISTANCE TO URBAN LIBRARIES

WHEREAS large urban public libraries have special problems and needs, and

WHEREAS many of them today are in serious financial distress, and

WHEREAS balanced intergovernmental funding at local, state, and federal levels is essential in order to achieve the content and quality of public library services for the citizens of the United States; now therefore be it

RESOLVED that the American Library Association urges the Congress of the United States to amend the Library Services and Construction Act to provide a new title authorizing grants to the states for providing financial assistance to large urban public libraries in cities over 100,000 population.

Adopted by Council
American Library Association
July 21, 1976

Public Library Construction Projects - Ready to Start 1977-1978
If LSCA Title II Matching Funds Are Available

State	Number of Projects	Total Dollars Needed	Federal LSCA II Dollars	State & Local Dollars	Other Dollars
Alabama	3	$ 3,900,000	$ 1,500,000	$ 2,400,000	$
Alaska					
Arizona	9	7,000,000	2,000,000	5,000,000	
Arkansas	8	1,010,000	606,000	404,000	
California	42	15,400,000	11,500,000	3,900,000	
Colorado					
Connecticut	34	43,240,000	3,050,000	40,190,000	
Delaware					
Florida	30	6,415,000	3,207,500	3,207,500	
Georgia	26	10,676,620	5,338,310	5,338,310	
Hawaii					
Idaho					
Illinois					
Indiana	24	22,917,308	11,000,308	11,917,000	
Iowa	26	9,579,500	4,790,000	3,592,000	1,197,500
Kansas					
Kentucky	13	9,099,200	5,641,504	3,457,696	
Louisiana	26	11,180,000	6,708,000	4,472,000	
Maine	12	6,400,000	3,700,000	2,700,000	
Maryland	9	7,250,000	1,740,000	5,510,000	
Massachusetts	5	5,000,000	500,000	4,500,000	
Michigan	20	10,000,000	2,500,000	7,500,000	
Minnesota	10	7,000,000	2,000,000	5,000,000	
Mississippi	36	6,348,672	3,809,203	2,539,469	
Missouri	3	6,000,000	2,000,000	4,000,000	
Montana	4	5,300,000	2,650,000	2,650,000	
Nebraska	6	4,000,000	2,000,000	2,000,000	
Nevada	5	2,998,396	2,358,396	130,000	510,000
New Hampshire	16	3,750,000	1,500,000	2,250,000	
New Jersey	40	22,085,610	2,676,000	19,409,610	
New Mexico	1	175,000	96,250	78,750	
New York	45	63,000,000	22,050,000	40,950,000	
North Carolina	6	13,917,500	5,567,000	8,350,500	
North Dakota					
Ohio	23	24,500,000	11,025,000	13,475,000	
Oklahoma	15	9,400,000	4,700,000	4,700,000	
Oregon	14	8,455,386	4,225,000	4,230,386	
Pennsylvania	32	20,475,620	8,615,620	11,860,000	
Rhode Island	6	6,600,000	3,300,000	3,300,000	
South Carolina	5	1,775,000	225,000	1,550,000	
South Dakota	5	1,750,000	875,000	875,000	
Tennessee	25	10,000,000	5,000,000	5,000,000	
Texas	62	74,089,460	10,238,500	63,850,960	
Utah	21	5,798,000	2,899,000	2,899,000	
Vermont	15	2,700,000	1,566,000	1,134,000	
Virginia	11	7,415,000	3,707,500	3,707,500	
Washington	18	11,325,561	5,455,523	5,870,038	
West Virginia	42	9,200,000	4,360,000	4,840,000	
Wisconsin	11	8,500,000	2,125,000	6,375,000	
Wyoming	8	8,470,000	4,235,000	4,235,000	
Total	772	$514,096,333	$183,040,614	$329,348,719	$1,707,500

Mr. **Brademas.** Thank you very much, Ms. Jones.

Mr. Humphry.

Mr. **Humphry.** Thank you, Mr. Chairman, and members of the subcommittee.

My name is John Humphry. I am State Librarian, New York State Education Department, responsible for administering the Library Services and Construction Act in New York State.

I am also a past president of the Association of State Library Agencies, a division of the American Library Association: and I serve as vice chairperson of an organization known as the Chief Officers of State Library Agencies. I speak in support of the extension of the Library Services and Construction Act.

On behalf of the library community of the Nation, the Association of State Library Agencies and the American Library Association, I wish to express deep appreciation to you and the other Members of Congress for your support of the Library Services and Construction Act during the past 20 years.

You have heard through your constituents, the Washington office of the American Library Association, and, of course, through your own official reporting channels, of the greatly increased opportunities for the intellectual advancement of our citizens which this act has made possible.

We as a profession understand that there is need to assess and evaluate any ongoing activity and service, but in the interest of retaining progress already made we recommend extension of the act now, with a few revisions. At the same time we must be receptive to its longer term review and possible major revision, for the following reasons:

The National Commission on Libraries and Information Science commissioned a review of the results of the act which is complete but not yet available to the public.

Some States, including New York, have begun planning for Governors' conferences in anticipation of the White House Conference on Library and Information Services. Such meetings will provide forums for assessment and evaluation as well as to help create greater awareness on the part of the public of the useful role of our libraries, but we cannot expect realistically to tabulate such results in the immediate future. Therefore, there is a rationale for recommending concurrent actions, short term and long term, that are nevertheless coordinated and compatible.

First, I respectfully recommend that the concept of advanced appropriations be applied to this act, as it has been in other areas of education legislation. Long delays between enactment and receipt of funds pose extremely difficult problems for efficient planning. I am convinced that advanced appropriations can produce economies as well in services that are needed.

In recent years, the States and local communities have taken a broader and more systematic approach to library services, one in which bookmobiles, books, staff, and other resources are shared on a multicounty basis to serve readers regardless of where they live.

In Ohio, for instance, this year libraries in 76 of the 88 counties participated in multicounty systems. The nine systems now include 69 percent of the State's public libraries and serve 55 percent of the State's population.

In fiscal year 1977 these systems are receiving $1,424,178, part from LSCA—$1,113,149—and the rest in State aid, $300,929.

The Ohio system more than quadrupled since 1970 when the present LSCA authorization was considered by this committee. In 1970, $72,287 in LSCA funds assisted two systems involving 21 libraries or 8 percent of Ohio's libraries in 17 counties.

LSCA funds are helping similar library systems' development in many other States across the Nation, including, for instance, North Carolina, Indiana, Texas, and Montana.

These developments point up the need for another type of action: State funds for library services.

Second, the critical needs of urban libraries must be recognized.

In the fiscal years 1971 through 1975, approximately 45 percent of all LSCA title I funds allocated to New York State have been disbursed to our five major metropolitan areas in the form of project grants.

We need additional funds, however, so that greater amounts can be allocated to those cities whose populations comprised a certain percentage of the State's total population.

We need to rethink this LSCA support so that our emphasis is less on short-term projects and is focused more on using LSCA funds to assure that library services will be available to people in those cities over the long term.

In addition, many of our major city public libraries make their materials available to persons on a regional, statewide, or even national basis. For all these reasons, we support either a separate title V or increased funding title I which would provide assistance to major urban public libraries.

Third, equally important is the continued development of effective systems and networks of libraries and information sources. LSCA funds have initiated and extended library services in large areas of many States, including rural areas in which people lacked access to the library. I suspect that the State and national White House conferences will show the need in most States for LSCA and expanded State aid funds to be used together to provide the library services people need.

Fourth, I recommend that a statutory limitation be placed on the use of funds provided under the act for State administration and indirect costs, thereby helping preserve and advance the program objectives of the act.

In view of the findings of the review of the act by the General Accounting Office, this recommendation takes on appropriate validity.

Fifth, consideration should be given to the addition a provision to insure that Federal funds will not replace or be substituted for responsible State support of the functions of the State library agency. States should be given leadtime of 2 to 3 years to meet such a requirement.

I thank you for your attention and interest.

I shall be glad to try to answer any questions you might have.

[Prepared statement of John A. Humphry follows:]

Statement of
John A. Humphry
State Librarian
New York State Education Department
on extension of the
Library Services and Construction Act
before the
Subcommittee on Select Education
of the
House Committee on Education and Labor

February 16, 1977

My name is John Humphry. I am State Librarian, New York State Education Department, responsible for administration of the Library Services and Construction Act in New York State. I am also a past president of the Association of State Library Agencies, a division of the American Library Association. And I serve as vice chairperson of COSLA (the Chief Officers of State Library Agencies). I am speaking in support of the extension of the Library Services and Construction Act.

On behalf of the library community of the nation, the Association of State Library Agencies and the American Library Association, I wish to express deep appreciation to you and the other Members of Congress for your support of the Library Services and Construction Act during the past twenty years. You have heard through your constituents, the Washington Office of the American Library Association, and of course through your own official reporting channels, of the greatly increased opportunities for the intellectual advancement of our citizens which this Act has made possible. We as a profession understand that there is need to assess and evaluate any on-going activity and service, but in the interest of retaining progress already made, we recommend extension of the Act now with a few revisions. At the same time we must be receptive to its longer-term review, and possible major revision, for the following reasons.

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First, I respectfully recommend that the concept of forward funding be applied to this Act, as it has been in other areas of education legislation. Long delays between enactments and receipt of funds pose extremely difficult problems for efficient planning. I am convinced that forward funding can produce economies as well as more effective use of appropriations and administration.

Second, the critical needs of urban libraries must be recognized. In the fiscal years 1971-1975, approximately 45 percent of all LSCA Title I funds allocated to New York State have been disbursed to our five major metropolitan areas in the form of project grants. We need additional funds so that greater amounts can be allocated to those cities whose populations comprised a certain percentage of the state's total population. We need to rethink this LSCA support so that our emphasis is less on short-term projects and is focused more on using LSCA funds to assure that library services will be available to people in these cities over the long term. In addition, many of our major city public libraries make their materials available to persons on a regional, statewide or even national basis. For all these reasons, we support a separate Title V which would provide assistance to major urban public libraries.

Third, equally important is the continued development of effective systems and networks of libraries and information sources. LSCA funds have initiated and extended library services in large areas of many states, including rural areas in which people lacked access to the library services they need.

In recent years the states and local communities have taken a broader and more systematic approach to library services, one in which bookmobiles, books, staff, and other resources are shared on a multicounty basis to serve readers regardless of where they live. In Ohio, for instance, this year libraries in 76 of the 88 counties participate in multicounty systems. The nine systems now include 69% of the state's public libraries and serve 55% of the state's population. In FY 1977 these systems are receiving $1,424,178 -- part from LSCA ($1,113,149) and the rest in state aid ($300,929). The Ohio system development more than quadrupled since 1970, when the present LSCA authorization was considered by this committee. In 1970, $72,287 in LSCA funds assisted two systems involving 21 libraries (or 8% of Ohio's libraries) in 17 counties.

LSCA funds are helping similar library systems' development in many other states across the nation, including for instance North Carolina, Indiana, Texas and Montana.

These developments point up the need for another type of action: state funds for library services. Twenty-five years of system development in New York State has proved the importance of state aid for library services. I suspect that the state and national White House Conferences will show the need in most states for LSCA and expanded state aid funds to be used together to provide the library services people need.

Fourth, I recommend that a statutory limitation be placed on the use of funds provided under the Act for state administration and indirect costs, thereby helping preserve and advance the program objectives of the Act. In view of the findings of the review of the Act by the General Accounting Office, this recommendation takes on appropriate validity.

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I wish to thank you for your attention and interest. I shall be glad to try to answer any questions you might have.

Attachment: State table of public library construction projects.

Public Library Construction Projects - Ready to Start 1977-1978
If LSCA Title II Matching Funds Are Available

State	Number of Projects	Total Dollars Needed	Federal LSCA II Dollars	State & Local Dollars	Other Dollars
Alabama	3	$ 3,900,000	$ 1,500,000	$ 2,400,000	$
Alaska					
Arizona	9	7,000,000	2,000,000	5,000,000	
Arkansas	8	1,010,000	606,000	404,000	
California	42	15,400,000	11,500,000	3,900,000	
Colorado					
Connecticut	34	43,240,000	3,050,000	40,190,000	
Delaware					
Florida	30	6,415,000	3,207,500	3,207,500	
Georgia	26	10,676,620	5,338,310	5,338,310	
Hawaii					
Idaho					
Illinois					
Indiana	24	22,917,308	11,000,308	11,917,000	
Iowa	26	9,579,500	4,790,000	3,592,000	1,197,500
Kansas					
Kentucky	13	9,099,200	5,641,504	3,457,696	
Louisiana	26	11,180,000	6,708,000	4,472,000	
Maine	12	6,400,000	3,700,000	2,700,000	
Maryland	9	7,250,000	1,740,000	5,510,000	
Massachusetts	5	5,000,000	500,000	4,500,000	
Michigan	20	10,000,000	2,500,000	7,500,000	
Minnesota	10	7,000,000	2,000,000	5,000,000	
Mississippi	36	6,348,672	3,809,203	2,539,469	
Missouri	3	6,000,000	2,000,000	4,000,000	
Montana	4	5,300,000	2,650,000	2,650,000	
Nebraska	6	4,000,000	2,000,000	2,000,000	
Nevada	5	2,998,396	2,358,396	130,000	510,000
New Hampshire	16	3,750,000	1,500,000	2,250,000	
New Jersey	40	22,085,610	2,676,000	19,409,610	
New Mexico	1	175,000	96,250	78,750	
New York	45	63,000,000	22,050,000	40,950,000	
North Carolina	6	13,917,500	5,567,000	8,350,500	
North Dakota					
Ohio	23	24,500,000	11,025,000	13,475,000	
Oklahoma	15	9,400,000	4,700,000	4,700,000	
Oregon	14	8,455,386	4,225,000	4,230,386	
Pennsylvania	32	20,475,620	8,615,620	11,860,000	
Rhode Island	6	6,600,000	3,300,000	3,300,000	
South Carolina	5	1,775,000	225,000	1,550,000	
South Dakota	5	1,750,000	875,000	875,000	
Tennessee	25	10,000,000	5,000,000	5,000,000	
Texas	62	74,089,460	10,238,500	63,850,960	
Utah	21	5,798,000	2,899,000	2,899,000	
Vermont	15	2,700,000	1,566,000	1,134,000	
Virginia	11	7,415,000	3,707,500	3,707,500	
Washington	18	11,325,561	5,455,523	5,870,038	
West Virginia	42	9,200,000	4,360,000	4,840,000	
Wisconsin	11	8,500,000	2,125,000	6,375,000	
Wyoming	8	8,470,000	4,235,000	4,235,000	
Total	772	$514,096,823	$183,040,614	$329,348,719	$1,707,500

Mr. KILDEE [presiding]. Perhaps we can go on to Ms. Williams first.

Ms. WILLIAMS. My name is Barbara M. Williams, State Librarian of the Department of Library and Archives, Commonwealth of Kentucky. I appreciate the opportunity to participate in this crucial hearing.

John F. Kennedy once said, "Change is the law of life. And those who look only to the past are certain to miss the future."

The past offers us a glimmer of tomorrow, but it is only the beginning.

We are here to urge the extension of the Library Services and Construction Act. It has been workable in Kentucky and has been an impetus for library development; but we are also here to urge change. Let us finish what has been started so we can be ready for tomorrow.,

In Kentucky, an extension means we can assist 14 Kentucky counties in establishing public library services, that we can finish assisting communities with new or renovated facilities and that we can prepare the way for greater cooperation among all types of libraries toward a goal of integrated library services for all citizens.

Title I has provided assistance in the development of public libraries in 106 of Kentucky's 120 counties, the establishment of services for 70,000 eligible blind and physically handicapped citizens, the extension of services to 5,007 persons in State institutions, and in reaching out to socially and economically disadvantaged of the Commonwealth.

For example, last year $14,300 assisted the public library in Louisville, Ky., in reaching over 50,000 senior citizens.

Every citizen of the Commonwealth should have access to a public library. Through an integrated approach to library and information services and continued Federal assistance under title I, this goal can be obtained.

Another goal is to assist those communities in Kentucky with library construction needs.

Under title II, 39 new or renovated buildings have been constructed. We are not through.

In a recent survey of construction needs, we found that 13 projects are needed now and with appropriations. Under title II could be started within the next 2 years.

Unemployment rates have been consistently high in the construction industry. With this funding we could not only finish existing construction neds but also could provide job stimulus. It is estimated that the $9 million of new construction would mean $16.2 million for Kentucky's economy. Our need conforms with the national priority for improved economic conditions; therefore, we urge your support of title II.

Federal assistance for library services and for library construction is needed, but books and stones do not a library make. Interlibrary cooperation is our foundation for building the future.

Limited appropriations under title III have restricted the States. Lift this restriction and you will free us for greater program development. We can no longer function in a vacuum. We must cooperate, we must share resources, and we must develop networks for communication.

The extension of LSCA is essential to our future. I believe that with the extension comes the ending of a great era for library and information services. This must be the last extension. It will provide a time for the library community to get an act together, a time to perform what must be finished and, finally, a time to set the stage for tomorrow.

Dean Rusk once said, "Continuity does not rule out fresh approaches to fresh situations."

An emphasis on now instead of yesterday is needed by the library community in carrying out an extended Library Services and Construction Act.

The library community needs your help to face its responsibility. With a congressional mandate, we can plan for today and tomorrow based on where people are, what they need and how that relates to the world in which we live.

Thank you.

Mr. Brademas [presiding]. Thank you, all three, very much indeed for your most helpful statements.

Ms. Jones, I wonder if you could comment on this question of moneys from LSCA being utilized for State administrative costs. What, if there is a mean figure, would the percentage be of LSCA money that is being used by States for administrative costs as distinguished from indirect costs?

Ms. Jones. I could get some figures for you on that. I do not have that on hand. You note that we are recommending that not more than 10 percent, and I know the State librarian in Michigan said that it would be a relief and a help to the State library if they couldn't use more than that. Because as it is they have had to use funds in many States to pay rent for their quarters—that is a State responsibility, not LSCA; and, if you like, we can gather these statistics for you.

Could I just mention one other thing?

Mr. Brademas. Yes.

Ms. Jones. I wanted first to say Congressman Kildee was certainly a great friend of libraries in Michigan. We depended on him, his leadership, and influence he supported very much, and I am very glad he is on this committee that is considering LSCA.

Mr. Brademas. We are going to depend on him here, too.

Ms. Jones. I am sure you will find him very productive and dependable.

The other thing, it is kind of a graphic example. In Detroit, the city began to run out of money last year and knew for this coming year that every department would have to make deep, deep cuts. Well, we cut our staff down as low as we possibly could. In agencies where there had been five or six libraries, we cut it down to one or two. We pared the hours down as low as the State's requirements would allow us.

The main library was the same way, and we still were short several hundred thousand dollars in money. So the only thing we could do then was to go into our book funds, and we cut our book funds from $1 million down to $382,000. We are using most of it for the main library because we just cannot afford not to do that.

The branches are able to buy one or two or three books a week only. A graphic example is "Roots." The publication of the book and the television show has caused a great deal of interest on the part of all people, not just the black people, in looking up their roots. And, of course, the book is very much in demand. We have hundreds of requests for this book, and we were able to buy one copy for each branch and then, when the deluge was so great, we took some main library funds and bought a second copy for each branch.

We should be able to have 30, 40 copies for every branch for a demand like this, and yet that is all we could do, cutting from $1 million down to $382,000.

So that is just a graphic example, I think, of the need.

I am very pleased that the Congressmen are interested in our operational costs because this is very important, and if anything can be done along those lines, it would be welcome. It is just that we thought we had to put the heart of the library, the books first, and then, of course, there is the need for senior citizens that would be taken care of through LSCA funds.

In Michigan, 50 percent of the senior citizens of the State are in the metropolitan area, and of that 50 percent, 25 are right in Detroit.

We now have bookmobiles for senior citizens and special services, and so on, that are all provided through LSCA.

Thank you for letting me add that.

Mr. BRADEMAS. Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

I have a number of questions in several areas. One is the State administration. In the last Congress, we began to require 50 percent matching. One of the reasons is that you are suggesting putting a limit of 10 percent on the moneys. It is difficult to figure out how much ought to be used for State administration.

Then, as one of the persons indicated, you have to differentiate between State administration and State services. That gets mighty difficult because I have known some other programs, too, they say that useful services, that is not the administration. If you limit State administration to 10 percent—it seems to me it is a self-policing operation that way. That is the way we have felt in vocational education, title I, concerning handicapped. It seems to me that that would work well for the libraries as well.

Mr. HUMPHRY. I think that is a reasonable approach. If there is to be, and I have heard the term "partnership" used a great deal, if the jurisdictions are willing to share and to work together in the development of these programs, that there ought to be a commitment on the part of both of the jurisdictions to produce the dollars that are needed for the service.

If the States are going to use Federal funds to pay for those aspects of operations that are really the responsibilities of the other jurisdiction, I think that is unfair.

So I think the Congress has been justified in taking the position that you described, Congressman Quie.

Ms. JONES. Might I add that it would be possible, I believe, for State librarians to come up with some idea of what actual administrative costs are. That is really the way we arrived at the 10-percent figure as a kind of general consensus.

Now, I do not have all of the elements that went into it. But it might be made clear that you do not use it for certain basic things that could be spelled out, like rent and light and heat, and so on. If a State is going to have a State library, and they have had it all along, it is not fair to them to shift those things over.

So maybe in some specific ways this could be spelled out, and I think we could get a great deal of information and help from the State librarians, themselves.

Mr. QUIE. One of the things that I have noticed in the case of State administrators is that if they can get their State administration money from the Federal Government, it would save them the trouble of going to the State legislature. I think that you should take that under consideration.

Mr. HUMPHRY. Congressman, one way it has been discussed is to take the Federal share that comes into the State and use that relationship between the two amounts and take a percentage based on what each produces in terms of services and then use that percentage for a share of administration.

Mr. QUIE. That is another way of doing it. So, if the Federal Government put up 60 percent and the State 40 percent, they share 60–40 on administration. We did talk to some people in vocational education about that, but they shared about 6 to 1—they did not want to put up $6 of administration for every dollar the Federal Government put up. So our 50–50 looked better to them.

Let me ask you about title V, and let me also indicate what one normally does not do up here. I have grave reservations about that, so I will let you know what I do. In title I, now, one of the priorities is for metropolitan libraries. I notice that you indicated support for either title V or extra money for that priority without strengthening metropolitan libraries that serve as national and regional resource centers.

Last year in the Higher Education Act we provided a section 233 for major research libraries, and we specifically identified public libraries as such a research facility.

Why you need another pot of money without any competition from the nonmetropolitan areas is really beyond me. I could mention that I have in my State 24 counties without any library services at all. There are several other States in this same position. I will not dwell on this now as you know what they are.

I think you are going to have a tough time getting that proposal across. It may be that my rural background makes me think big cities do not really have that tough a time in competition.

Mr. HUMPHRY. I happen to come from New York where the fiscal crisis is very apparent and is under constant study because of the problems not only in provision and delivery of library services, but in all areas that serve the public.

In terms of the title II(c) of HEA, that is a conglomerate. It could be State libraries, it could be an academic library, it could be a public library. But in this bill, LSCA, we have identified the fact the urban public library is the one that is under the most critical duress as far as funding is concerned, and the other part of it is that the public library serves the entire community, all the people, whereas the academic library or the other types of libraries have a more clearly identifiable clientele.

Ms. JONES. Could I add, Congressman Quie, something of a historical perspective to the law? When LSA was started, it was started because it had come to everybody's attention that we had neglected rural library service. So it was started there, and then it was extended as other needs came in for libraries to include other communities or other parts of library service, so that a law gets to be kind of a patchwork, and as time moves on you take care of pressing new needs.

Well, right now on the historic scene is the great need of the large city libraries which had been built up by local communities all of this time, but because of the social turmoil and upheaval, there has been kind of an exchange. These used to be the big, rich libraries with the big staffs, and so on.

In reality, they are the beggars now, because they can no longer keep this service going, so that everybody sort of gets a turn in his historic place, and right now this is a particular need and, indeed, these large libraries are national treasures.

What would New York State, the rest of the New York State be without that New York public library? That library cannot be duplicated all around, and yet somebody in the corner of New York State or Michigan or Indiana, wherever it is, needs to have as good library services as anybody in this city, and these large libraries serve as resources because they have a great deal of unusual material, material that is not like a "Roots" that everybody wants to read right now, and so on. And you cannot duplicate that all around. You have it here.

So that mere matter of being able to acquire the knowledge of civilization cannot be spread all around in a lot of different collections. You have got to keep it going in that one collection. So I do not see a rivalry between the two.

At first we looked at rural libraries and then other kinds, and we are looking at libraries for the handicapped and for the blind. There was a time when we did not have that, and if the rural people would say, "Just look at us, don't look after them," well their needs became evident and we took care of them. And right now is this. We will move on to other things. But the cities are having a very great deal of difficulty.

If you look at it populationwise in the States that have the large cities, the greater portion of the population is there. So you are serving people, and you need more funds.

One problem is that all of the titles of LSCA are funded at such a low level. If there could be more in for the rural libraries, that would be satisfactory, and we are really speaking for all of the libraries.

As the president of the American Library Association, even though I come from a large city background and before that an academic background, my interest has to be for all libraries. If I had been president at the time when we were looking at rural library services, I would have been just as enthusiastic there.

And we have gotten that started; we must bring it forward. One thing we are saying is, there must be a higher level of funding for all of the acts because the total is so small.

Mr. Quie. I agree with you on the evolution of library services. For a while, because the Minnesota interest was in rural areas, and because they were further behind, it was necessary to provide equal opportunity. I also agree with the reasoning behind the inclusion of that subsection "C" priority in title I. But even with what you said, I do not understand.

Ms. Jones. The evolution——

Mr. Quie. I understand the evolution, but why did you put in a title V where all libraries do not benefit; that is just for a limited number. I think it would be helpful if you could provide us information on how the $60 million you would authorize for the first year would be divided by States.

I recognize the States that do not have any cities of 100,000 would get $20,000. I understand that. But what it means for congressional districts in States that do not have any cities of 100,000 or more. I do not understand. They will not get one red cent out of that title I, even though there is a preference for the large metropolitan cities. At least there is money provided for the areas that do not have any large cities at all.

Ms. JONES. I think we would not quarrel with your quibble if the need could be taken care of in another title rather than a separate title. I think a separate title bringing it to you does highlight the evolutionary need of the particular historic need of the library now. And if, as you suggest, it can be taken care of adequately in another part of LSCA, then that would be something certainly to be seriously considered.

Mr. QUIE. I would like to to see the additional $60 million put into title I.

Ms. JONES. You are not objecting to the need of the big city or its being taken care of?

Mr. QUIE. Not at all.

Ms. JONES. You can see it in a different spot.

Mr. QUIE. I am pleased that the man from Cleveland Library is going to be here. I am aware of the situation there, and they do provide a service for others. I think he can demonstrate that quite well. I have no objection to that at all.

Ms. JONES. In Detroit, over 10 years ago, we took a survey of library users coming into the main library. The proportion would be higher now. Even then it was almost 40 percent, people coming from outside the city, and it would be more than that now even because more people have moved out.

Mr. KILDEE. I was one of those, Clara.

Mr. HUMPHRY. I was just going to say, beyond the critical need of the cities, looking toward the future, the big city libraries are going to form, really, a strong base for the network operations that will inevitably take place in this country and that the major cities do have these very sophisticated collections which will serve as the backbone for this networking operation.

So in a way it is taking care of the critical needs of cities now and thinking ahead also to the role of the public libraries that now serve even beyond the confines of their own political jurisdictions.

Mr. QUIE. It has been a concern of the Library Service and Construction Act to build the network that is provided now. I would like to see you build upon what you have already done.

Mr. HUMPHRY. We would like to see these as compatible at a minimum.

Ms. JONES. Mr. Trezza represents the National Commission on Library and Information Services, and that Commission is certainly going to have to depend to a great extent on these large city libraries, so it is not in contradiction.

Mr. BRADEMAS. Mr. Kildee.

Mr. Kildee. I recognize—I am not from Detroit, I am from Flint—but I recognize Detroit, like other large metropolitan areas are the poverty-stricken ones now. When they go to the city council, they have to compete with the police department, the sanitation department, which are already being curtailed themselves. It is really difficult in the metropolitan areas to provide what was really a high level of service.

I recognize there is a unique problem that your large metropolitan libraries have, and whether we have it in a separate category or not is probably not as important as the recognition of the fact there is that unique problem because they are the poverty-striken ones now, yet have some great treasures within their libraries and have provided services in the past.

Just one comment, it's like déjà vu here to have Clara Jones testify before this committee because she has testified well before State legislative committees.

Mr. Brademas. Thank you again, all three of you, very much. This has been very helpful.

The Chair would like to suggest that since the next two witnesses are both going to address themselves to the urban library, why don't Mr. Gaines and Mr. Seymour come up, and Miss Layne, and we will let Mr. Gaines make his statement and let Mr. Seymour make his statement, and then we will put questions to both of you. Mr. Gaines.

STATEMENT OF ERVIN J. GAINES, EXECUTIVE DIRECTOR, URBAN LIBRARIES COUNCIL

Mr. Gaines. Congressman Brademas, members of the subcommittee, I am glad to be here, and particularly am glad to see Congressman Quie here. He may remember when I was director of the Minneapolis Public Library. He and I met with the president of the library board down at the North Starr Inn in Minneapolis about 5 years ago, to begin the talks about the very issues that are being developed here in the proposed title V.

I have also listened with great interest to the dialog just before. I think I can shed some light on some of the questions Mr. Quie has.

My name is Ervin J. Gaines, executive director, Urban Libraries Council. The council wishes to be recorded in favor of the passage of the new title V, and we point out this title or the text of it was developed under the leadership of the council and subsequently won endorsement of the American Library Association, the chief officers of State Library Associations, the National Commission on Libraries and Information Science, and the U.S. Conference of Mayors.

The council is about 6 years old.

I will not bore you with the details of that, except to say we did begin, because we were worried about this problem that has grown more and more pressing with the passage of time.

The council now, because of the kind of leadership that it has shown, has drawn in at the present time 70 members, most of which are quite recent, in the last 6 months. The membership, as you will see from the attached list, is national in scope. There are even three libraries from Minnesota on it and several from Indiana and from Michigan.

The council, during its 6 years of existence, has discovered and become convinced about several significant things, that local library support everywhere is declining relative to expenditures for the local services.

Two, in many cities library support is absolutely less than it was in 1970. The ability of most, if not all, public libraries to deliver service has declined owing to inflation which has outpaced any budget increases.

As libraries weaken, public confidence in them declines; and, most important, I think, illiteracy and semiliteracy are on the rise, and the libraries, too, can combat this development.

All of these things have been occurring at a time when the output of information is expanding, when the numbers of separate publications are increasing, when the total population continues to grow, and when the age distribution of the population is shifting dramatically to include ever larger numbers of people not in school or college and therefore, is more dependent upon the public library for information.

The Federal Government is creating problems with respect to the increasing flow of documents which are harder and harder to obtain because increasingly the Federal Government is requiring they be purchased instead of being distributed free; and so that puts an additional burden back on the local receiving institutions.

A recent survey—and this just came out about a month ago under the Book Sellers Association—the expenditure for library materials, 91 cents in 1975, 93 cents in 1976, 98 cents possibly in 1977; but notice what is happening to book acquisitions.

In total, book acquisitions for all public libraries in fiscal 1974, public libraries acquired 31.9 million books, this past year 29.7 million, and the prediction for this year is 28.4 million, a decline of 11 percent in 3 years.

This is against the population growth and everything else.

Between 1973–74 and 1978–79 it is predicted the acquisition of Government publications, Federal, State, and local, will fall from 1.52 million to 1.25 million, a decline of 18 percent.

These documents are extremely important to the public.

A city library's budget falls to the proportion of use of central libraries by residents. This point has been made by others. I will not repeat it.

We have three or four major principles here. It is our thinking that the Federal Government is the appropriate instrumentality for accomplishing at least three major objectives to maintain a basic informational bank throughout the Nation through public libraries: to try to reduce regional inequities in informational flow and library service arising from unequal local tax effort or deficiencies in local wealth; to strengthen the core city libraries which, taken together, for a priceless national asset.

I think perhaps I have said enough, Mr. Chairman.

Thank you.

Mr. Brademas. Thank you very much, Mr. Gaines.

[Prepared statement of Mr. Gaines follows:]

PREPARED STATEMENT OF ERVIN J. GAINES, EXECUTIVE DIRECTOR, URBAN LIBRARIES COUNCIL

The Urban Libraries Council wishes to be recorded in favor of the passage and the full funding of a new Title V of the Library Services and Construction Act. This new proposed Title V was created under the leadership of the Urban Libraries Council, which subsequently won endorsement from the American Library Associations, the National Commission on Libraries and Information Science and the U.S. Conference of Mayors.

The Congress may wish to know that the Urban Libraries Council was born in crisis six years ago when trustees and directors of many city libraries became aware that the severe erosion of city financial strength was having a harmful impact upon libraries to a degree greater than upon other city services. This was true because (1) library support, already slender, could not be cut without severe disarray; and (2) city budget makers deemed library service expendable in competition with safety services.

The Council, aware of these developments and fearing that the crisis was chronic, decided to formalize itself as a non-profit corporation under the laws of Illinois for the purpose of collecting information about city libraries and for sharing its findings and opinions with its members and with the public at large. The membership of Council is composed entirely of city libraries, and at the present time consists of 70 members serving a total population of over 38 million. The membership is national in scope and includes the seven largest cities as well as smaller cities like Bridgeport, Connecticut; South Bend, Indiana; Huntsville, Alabama; Riverside, California, to name but a few. The membership list is attached to this report.

The Council has learned during its six years of existence some significant things:

1. Local Library support everywhere is declining relative to expenditures for other local services.
2. In many cities library support is absolutely less than it was in 1970.
3. The ability of most, if not all, public libraries to deliver service has declined owing to inflation which has outpaced any budget increases.
4. As libraries weaken, public confidence in them declines.
5. Illiteracy and semi-literacy are on the rise.

All of these things have been occurring at a time when the output of information is expanding, when the numbers of separate publications are increasing, when the total population continues to grow, and when the age distribution of the population is shifting dramatically to include ever larger numbers of people not in school or college and therefore more dependent upon the public library for information.

To compound the difficulty, the federal government itself is creating more information than ever while cutting back on the free distribution of its documents, inadvertently shifting a significant cost burden back to city libraries, most of which maintain deposits of federal documents.

A recent survey of 73 city libraries with a total population of over 33 million people shows that the average per capita expenditure for library materials was 91 cents in 1975, 93 cents in 1976, and a possible 98 cents in 1977. That is a losing race against inflation.

In total book acquisitions for all public libraries the picture is even bleaker. In fiscal 1973–74 public libraries acquired 31.9 million books. In 1975–76 the number fell to 29.7 and the prediction for this year is 28.4—a decline of 11 percent in three years. Between 1973–74 and 1978–79 it is predicted that the acquisition of government publications, federal, state and local, will fall from 1.52 million to 1.25 million—a decline of 18 percent.

As city library budgets falter, the proportion of use of city central libraries by residents from suburbs and even more distant points tends to rise. Older studies, not since kept current, show that central libraries of major cities served a clientele from outside city borders that ranged in extreme cases as high as 70 percent of the total use, with 40 percent to 50 percent an average range. In a highly mobile society with suburban dwellers working in the inner city, this pattern is inescapable, and local mechanisms for redressing the financial inequities are not effective.

The Council knows that useful data are being supplied by other organizations supporting this bill and has tried to refrain from submission of redundant testimony.

In general, it is the thinking of the Urban Libraries Council that the federal government is the appropriate instrumentality for accomplishing at least three major objectives:

1. To maintain a basic informational bank throughout the nation through public libraries.
2. To try to reduce regional inequities in informational flow and library service arising from unequal local tax effort or deficiencies of local wealth.
3. To strengthen the core city libraries which, taken together, form a priceless national asset.

Studies already published under the auspices of the National Commission on Libraries and Information Service, specially the one entitled, Alternatives for Financing the Public Library, advocate federal support of public libraries of 25 percent to 30 percent of their total operating budgets. Special reports which have been published by the National Citizens Emergency Committee to Save our Public Libraries elaborate on some of the particular social and economic benefits that result from strong libraries—matters which we have not touched on here, but which lend weight to our belief that city libraries collectively are a resource which must be sustained and fostered. Our most recent study, published last month, a copy of which is attached, also shows the neglect of the States in supporting libraries, an issue which we will take up in other legislative halls.

In recent years Federal support for public libraries through LSCA has hovered about $50,000,000 and we are grateful to Congress for making even that modest support possible.

The Urban Libraries Council represents, we believe, a very large constituency across the nation, which is trying to convey to the Congress a sense of urgency about the importance of libraries.

We hope that Congress will heed our petition and act favorably and speedily in support of the extension of LSCA including the new Title V.

CITIES WHOSE PUBLIC LIBRARIES ARE MEMBERS OF URBAN LIBRARIES COUNCIL, FEBRUARY 16, 1977

Allentown, Pa.
Baltimore, Md.
Berkeley, Calif.
Birmingham, Ala.
Boston, Mass.
Brooklyn, N.Y.
Cambridge, Mass.
Cedar Rapids, Iowa
Charlotte, N.C.
Chicago, Ill.
Cincinnati, Ohio
Cleveland, Ohio
Columbia, S.C.
Columbus, Ohio
Denver, Colo.
Des Moines, Iowa
Detroit, Mich.
Duluth, Minn.
El Paso, Tex.
Erie, Pa.
Evansville, Ind.
Fort Wayne, Ind.
Gary, Ind.
Hammond, Ind.
Hartford, Conn.
Houston, Tex.
Huntsville, Ala.
Jacksonville, Fla.
Jersey City, N.J.
Kansas City, Mo.
Lexington, Ky.
Lincoln, Nebr.
Long Beach, Calif.
Los Angeles, Calif.
Louisville, Ky.
Lubbock, Tex.
Madison, Wis.
Memphis, Tenn.
Milwaukee, Wis.
Minneapolis, Minn.
Mobile, Ala.
Montgomery, Ala.
New Bedford, Mass.
Newark, N.J.
New Orleans, La.
New York, N.Y.
Oakland, Calif.
Pasadena, Calif.
Paterson, N.J.
Philadelphia, Pa.
Pittsburgh, Pa.
Providence, R.I.
Riverside, Calif.
Rochester, N.Y.
Rockford, Ill.
St. Louis, Mo.
St. Paul, Minn.
San Francisco, Calif.
Santa Ana, Calif.
Seattle, Wash.
South Bend, Ind.
Springfield, Mass.
Stamford, Conn.
Tacoma, Wash.
Toledo, Ohio
Topeka, Kans.
Torrance, Calif.
Trenton, N.J.
Tulsa, Okla.
Yonkers, N.Y.

Mr. BRADEMAS. Mr. Seymour?

STATEMENT OF WHITNEY NORTH SEYMOUR, JR., NATIONAL CITIZENS EMERGENCY COMMITTEE TO SAVE OUR PUBLIC LIBRARIES; ACCOMPANIED BY ELIZABETH N. LAYNE, RESEARCH DIRECTOR

Mr. SEYMOUR. My name is Whitney North Seymour, Jr. I am here on behalf of the National Citizens Emergency Committee to Save Our Public Libraries. I am accompanied today by Mrs. Elizabeth Layne, seated behind me, who is our research director.

This is the first chance I have had to appear before you. The last time you had hearings we did not exist. I think that is probably the most important thing I have to say to you today.

What we have tried to do in organizing our committee is to give some voice to the users of libraries. You have had wonderful support and input from those who were really responsible for running the libraries; but what we have learned around the country is that the users, as they come face to face with the cutbacks in services, have suddenly become vocal and they have needed some focal point to convey their concerns to you and others.

So I would like to say we consider our primary role to be supportive of the work of your committee, of the work of the Urban Library Council, the work of the American Library Association, and, primarily, to begin to get people to realize how terribly important libraries are, far beyond the limits that most people think in their automatic reaction.

We are, therefore, here to express our support for the extension of LSCA, obviously, but we regard that as minimal and what we hope for is the day when, with the leadership of fellows like ourselves and the product of the conferences, we are going to have a nationwide, long-term, matching Federal, State, local program to sustain public libraries which are national resources and not merely local resources.

I have a prepared statement. With your permission, I will just file it and ask that it be incorporated in my remarks.

And, also with your permission, we have been primarily concentrating about library uses and have prepared three fact sheets so far—another one is in preparation—on libraries and the poor.

I would ask to file that, to be incorporated in your record.

I would make one comment in response to a question Mr. Quie asked. I am not here to speak for urban libraries in particular. We are here to speak for all library users in libraries big and small, in States big and small: but I do happen to come from New York and, therefore, it is down the street and I can see it.

I think, Mr. Quie, as you consider the comparison to your own constituency's need, and recognizing there are counties where you do not have service, when you consider the areas where you do have service ask yourself what kind of service should be there, how long should the libraries be open to be adequate?

Let me tell you, as of the day after tomorrow, half of the branch libraries in the New York City system are going to be reduced to 2 days a week of operation. It is one thing in a rural setting when you have to travel by automobile or bus to get to the library, but in low-income neighborhoods where the library is where you do your homework, or if you are a single, elderly person with no other friends or resources, it is a place that really gives meaning to your life.

Cutting out 5 of the 7 days of the week is a disastrous blow: and I say to you I believe there are some important differences that do need to be recognized. How it is recognized is a different question.

Mr. QUIE. Doesn't anybody have information on how much service is provided in the metropolitan libraries, as compared to the libraries in nonmetropolitan areas?

Mr. SEYMOUR. How much service?

Mr. QUIE. Yes.

Mr. SEYMOUR. How do you measure service?

Mr. QUIE. One such measure would be the length of time that they are open.

Mr. SEYMOUR. I am afraid the situation is so fluid that no one can give you an answer as of today.

In New York City today half of our branches are open 3 days a week. As of Friday, they will be open 2 days a week.

What day do you want the information from? I assume it is possible to get some spot-check sort of thing.

Mr. QUIE. I found that situation in rural areas as well, and it would be interesting to see if one is in worse shape than the other.

Mr. SEYMOUR. Yes, but it also indicates why you all have such a superb opportunity. If you were to set some minimum standards for service then you would not have to depend on the fluctuation of this year's budget in particular counties or particular cities, but instead to set some kind of basic standard to qualify for Federal-State matching funds.

I really think that is the long-term answer.

Mr. BRADEMAS. Thank you very much.

Do I take it, Mr. Seymour, that you are sympathetic to the proposed title V or to some other instrument to give particular attention to the needs of urban libraries?

Mr. SEYMOUR. Don't let me equivocate on it. Obviously, libraries in the urban centers need some kind of special attention; whether it is through title I or V, I really think, is a matter you all in your judgment should decide.

Plainly, there are some differences in service.

Plainly, the point that Ms. Jones was making is absolutely a crucial distinction, certainly when you get in the areas of the research and reference collection.

I am willing to bet in every one of your districts there are employees whose jobs have resulted from work done in public research collections around this country and ones the people in your constituency have not contributed 1 cent to the maintenance of. And, plainly, some recognition far beyond an important start that was made last year with $10 million for research libraries nationwide is really just a drop in the bucket. But some further recognition you are doing with resource central libraries in metropolitan centers—the logical place to have them—both provide national resources for those who are using those services to improve national services, including news media, authors, journalists, businessmen, social researchers, Government research, what have you, and regional resources like Ms. Jones was referring to, and Dr. Gaines is referring to—those urban libraries are there because people 100 miles away have someplace to go when they want to consult the collections they can maintain, but the smaller libraries could not conceivably maintain.

[Prepared statement of Whitney N. Seymour, Jr., follows:]

Prepared Statement of Whitney N. Seymour, Jr., National Citizens Emergency Committee To Save Our Public Libraries

Like the family doctor, the Fire Department, running water, the telephone, a job, fresh air, and Spring—the public library is something we all take for granted, until something happens to it.

That is exactly how our committee came into being; something happened to our nation's public libraries. After years of just being there on call, suddenly they started closing their doors. They had run headlong into a financial crisis just when the need for their services was expanding on almost every front.

The impact of recent inflation on local government funds has had a drastic effect on library budgets in many communities across the country. Some libraries have been forced to close down operations. Many others have laid off staff and reduced hours of service. When this process began to gain momentum, local library groups in many areas organized to protest. Suddenly library uses became vocal and concerned. A national committee of library users was the natural next step.

The National Citizens Emergency Committee to Save Our Public Libraries was formed less than a year ago. Announcement of its establishment was made by one of our honorary cochairmen, Margaret Truman Daniel, on June 21, 1976. Today we have members in forty states.

Our function is a simple one: to provide a voice for those citizens who use our nation's libraries. Tens of millions of people depend on the public libraries directly and indirectly in their jobs, their homes, their schools, their free time, their exercise of free expression and their freedom to know about their government and the issues affecting the world about them. We seek to speak on behalf of the elderly, the poor, the disabled, the young people, the jobseekers, and the information seeks.

Our main task is to educate all who care about our country's future by pointing out the vital role our public libraries have played, and could and should play, in shaping the dreams, aspirations and abilities of people in all walks of life.

Day in and day out libraries throughout America are serving large numbers of older adults with the circulation of books from organized collections and information and reference services—traditional, familiar library activities. It is a service that is unsung and, therefore, largely invisible. Yet to the older Americans who are served by these community facilities, the public library is increasingly an essential component of their lives.

By 1985 the U.S. Bureau of Labor Statistics expects the civilian labor force in the United States to number 107.7 million, an increase over the present work force by 13.1 million. The bulk of this projected growth will be first-time jobseekers who are now in school or college. These young people must attempt to match their abilities and interests with an overwhelming array of occupational choices. Few people stop to think about it, but for jobseekers and those trying to improve their take home pay libraries are almost as important a part of America's employment scene as collective bargaining and Social Security.

From its founding, the basic principle of American democracy has been informed citizen participation in the running of popular government. Freedom of speech and freedom of the press are only parts of the larger concept—a free trade in ideas in the market place from which the nation derives its strength. One tends to think of the news media as the main channel of communication to the people about their government, their community, and the problems of their society. But standing alongside the news media as a bulwark of information and ideas is an equally important institution—the free public library.

Public libraries in America are the nation's memory. They collect and store up the information on which future decisions must be made. They are one of the basic information resources not only for the individual citizen, but also for authors of books and articles on current issues, government researchers, social scientists, and significantly, journalists. Many important areas of the free press would not exist without the public library market. Much of the printed material issued by government would not be available to the citizenry if it were not for the public libraries which serve as depositories of public documents.

Continuation of the Library Services and Construction Act is obviously a worthwhile goal. But specialized aid programs alone will not provide for the long-term need to help our public libraries survive and meet the increasing demands made upon them. What we require, frankly, is a formula for across-the-board funding on a partnership basis, with minimum acceptable standards of service to which the Federal, State, and local governments all contribute on a matching basis. Most of the concerns of our public libraries parallel the concerns of the Federal government—the poor, the elderly, the working man and woman, the youngster, the individual who wants to participate in community or public affairs. If the Federal government can fund the needs of these groups directly, it should also do so indirectly, through the one local institution established to provide the required knowledge and learning and guidance—all of it free for the asking.

Free, that is, if the library's doors are open and a librarian is there to answer questions. Keeping those doors open and the libraries properly staffed is the primary job we must tackle.

Mr. BRADEMAS. Dr. Gaines, could you comment on the way in which LSCA funds are distributed by State library agencies to local libraries in the context of the problem to which title V is addressed?

Why can't the State agencies help channel more funds to urban libraries?

Mr. GAINES. I think the present level and the past levels of funding of LSCA title I have, of necessity, caused the State agencies to concentrate their attention on the development of programs to fill the intricacies of library service; and we are not disposed, I think, for very good reason, not disposed to want to give direct aid to libraries, but to develop new programs.

So all this relatively soft money was used to promote and to stimulate such things as the development of multilibrary systems, for one thing, to go to a variety of support programs that local libraries either could not or would not undertake by themselves.

So all these special programs have been most helpful, certainly, stimulating the growth and the musculature of libraries generally.

But the issue still comes down to this, I think, for most library administrators: They need to operate their bread-and-butter services, that which they did before LSCA was invented—the purchase of books, the staffing of the libraries, keeping the libraries open for the benefit of people, and so the council has come to be convinced that this is an important thing as a matter of public policy nationwide to support public libraries on some minimum base out of Washington.

Mr. BRADEMAS. Thank you.

Mr. Quie.

Mr. QUIE. Thank you.

On that subject, Dr. Gaines, if we look at the appropriations for library services, and at this title I, we see $62 million for 1973 and only $56 million for 1977.

I would think that any program would have serious difficulty in meeting the needs of the urban libraries if we experienced a tremendous amount of inflation in those areas, and we dropped from $62 million in 1973 down to just about $57 million in 1977, with lower amounts in the intervening years.

I think anybody would have difficulty then, and there now is a tendency when there is a low funding to take care of those who have been receiving the money before. They are not left without money and, therefore, you do not have the needs met.

If we had the assurance of an addition $60 million, which is the authorization proposed in title V and title I, how do you think you would fare in those particular needs of the urban libraries?

Mr. Gaines. I think you would probably produce a dogfight in every State in the Union, which maybe is healthy enough, as people could compete with money. If that is the way Congress wishes to go, fine.

Let me say, the very inception of this idea of appealing for additional funds under LSCA, the Urban Library Council itself wanted to make an amendment to title I. We had difficulties. We have to compromise, too, in all the points of view within the library world; and we kept working together to find a suitable compromise.

Many of the State librarians did not want title I diluted with any direct aid to libraries; so we did compromise by suggesting title V.

If Congress in its wisdom wishes to put it back in title I, that is fine with us.

We also did not ever take the position that we were opposed to extending aid to all libraries. We were trying to find a ground that seemed reasonable and acceptable, and in proposing title V in its present form we take no position that that should not be extended to take care of the problems that you speak of and the places in this country which are still without any library service at all.

Again, many of the State librarians feel what they want to do as they develop programs within their State is to build multicounty systems, certainly regional systems of some kind, and not proliferate a new creation of small, independent libraries which history suggests remain very weak. So there is that problem to be faced as well.

Mr. Quie. Then would you explain to the committee what the Cleveland Public Library does in its role as a regional library providing services to other libraries?

Mr. Gaines. I think one has to go to the rather special history of Ohio for this.

One thing is, the Cleveland Public Library had a long history of being very strong, as did the Detroit Public Library. In the early 1920's and so on these were powerful libraries with tremendous public support, and they both grew very well.

The Cleveland Public Library happens to have held onto its ability to operate very well, and its reputation, because of peculiarities of Ohio tax laws, we do not get our funding money from the property tax; and that makes it quite a bit different.

There is a tax in Ohio which is collected on a countywide basis and distributed. Cuyahoga County is the wealthiest, therefore, it all goes to libraries, and Cleveland is well supported.

The State law requires that we must serve everybody in the county free, even though we are a city library; and that is true of all libraries.

Mr. Quie. Do you go beyond the county?

Mr. Gaines. Yes; we serve all of northern Ohio, say, with services to the blind. There are two libraries in Ohio which give statewide services to the blind. Cincinnati takes care of the southern part of the State, Cleveland the northern. It costs us more than the State reimburses us, I must say.

Mr. Quie. So, as the State would develop anything of a regional nature, in that region, Cleveland Public Library undoubtedly would be the instrument which they would use?

Mr. GAINES. Absolutely.

Mr. QUIE. But in other States, do problems arise if the State does not desire to go through the major substantial library that presently exists?

Mr. GAINES. I do not think so. I think you have to go always to the tradition of the State and the laws of the State.

I am not familiar very much with the laws of other States.

In Pennsylvania, for example, I think the two largest libraries are Pittsburgh and Philadelphia. To the degree that State law permits this and encourages this, I am sure it is developing across the country.

I think Minnesota is only getting into it, but they have not had the heavy population of other States.

Mr. QUIE. What would be the consequence if we were to put some money into the existing authorization, the Library Service Construction Act, to provide some kind of network assistance?

Mr. GAINES. I think you would have no fights from the library world.

Mr. QUIE. And it would go in most States through those large metropolitan libraries, would it not?

Mr. GAINES. Again, I think it depends on the State. I am sure other people in this room are more competent to deal with this line of questioning than I am.

Mr. QUIE. Going back to the chairman's question, can we depend on the State, then, to do that widely, or do we have to intercede?

Mr. GAINES. Again, I think it is a quality of leadership within the States. I think you can set up, as we had hoped the Congress would do, to set up some barriers so the money would not leak away.

That is one thing we would like to do. This, I think, depends on the good will and the leadership and the intelligence of people across this country to solve their problems locally.

Mr. QUIE. Next, would you tell us what the Cleveland Public Library does in terms of research, and then would the information obtained be made available in the State of Ohio?

Mr. GAINES. Again, the information is available to anybody. The Cleveland Public Library—most libraries are open to anybody in the country, anybody in the world, in fact—we correspond with people in Europe about things that are of particular importance in the collection of Cleveland Public Library.

There are certain unique collections for which the library is world famous. It answers questions of anybody. People come from all around the world to visit the Cleveland Public Library, just as they do the New York Public Library, for the unique collections and services it has.

We are asking Congress to support this notion.

Mr. QUIE. That is what impressed me about the library. We understand the Library of Congress does research efforts and makes it available to us. The Cleveland Public Library does that kind of research for interested parties all over the world.

I was astounded by the amount of information provided.

Mr. GAINES. I might just say, to show how cooperative we are, we have a proposal before a board this week to sell a copy of a book to Yale University because they are reconstituting Walpole's original library. A minor point.

It illuminates the importance of the libraries and their interdependence.

If I could make one more point, Congressman Quie. You asked about the relationship of this proposal to the act that was adopted in the last Congress with respect to the research libraries.

There are two things in that act which need watching: One, it restricts the number of libraries that can receive aid. Why, I do not know. Two, the Association of Research Libraries is composed almost exclusively of academic libraries.

There are only two public libraries in the United States that are members of the Association of Research Libraries.

You can bet that when the appeal for funds is made, there is going to be very great pressures from academic libraries and special libraries to be the recipients of whatever money is made available under that act.

Our interest has got to be, and we hope Congress will pay close attention to, the needs of public libraries, irrespective of what goes in there.

Mr. QUIE. Let me say that, as I recall, we set the number of libraries at 150 because that was the most generous figure we had of libraries that are research libraries now, and felt that if it was not the proper figure, then we would have individuals come to us and say, "Hey, you have got the wrong amount; you should increase it."

That just happened to be the extent of the information that was available to us.

Mr. GAINES. It is not going to help the kind of person Mr. Seymour is talking about. Yale University Library, because it is a great research library, gets additional money, and the public libraries do not.

I think it is important that Congress consider these factors.

Mr. SEYMOUR. Might I add a footnote?

First of all, a comment about the arithmetic. You talk about moving $60,000 over to title I just to keep you up to date. The proposal in the other house, of course, is $90 million: $90 million—a two-thirds, one-third division over a base of $60 million, so there is a lot of arithmetic.

On the subject, again, of the function of an urban library within the context of State, region or county, one of the things your predecessors did in their wisdom that you might focus on—I think, in 1857 the Congress set up the depository library system which makes it possible for the Cleveland, the New York Public Library, San Francisco, and so forth, around the country to receive free of charge "all of the Government documents issued by the Superintendent of Documents."

The problem with that gift is, there are no dollars for keeping them up. There are no dollars for the librarian who has to put them on the shelf; there is no dollar for the furnace; there is no dollar for the shelving to put them up in the rooms where the public can get at them.

When somebody in Minnesota wants to look at a Government document reflecting on how his Government is functioning, I bet he goes to the Minnesota Public Library to do it, and that is one of the reasons why I believe you have a very special obligation to make sure that collection is there where the citizens of your own constituency can have access to the Government's product and learn how their Government works.

It never can be done in a county system; it has to be done in some central, logical place, and there has got to be the kind of backup of funds to make sure it is there and accessible and usable.

I think is a very graphic example——

Mr. Quie. It reminds me of a problem in one of the counties in northern Minnesota, where we helped them out by constructing a new school building, and then had to give them some money to run it, because they did not have sufficient funds of their own.

Mr. Brademas. Mr. Kildee.

Mr. Kildee. I have no questions.

The library system out in Byron, Mich., which is 60 miles from my home, I can return that book at my Flint library without going back to Byron. I think Congress should encourage that system.

Mr. Brademas. Thank you very much.

Did you wish to say something else?

Ms. Jones. I wanted to add a bit about the reference to research libraries and the problems of public libraries being able to qualify and get the money from title I.

I want to see the $60 million or $90 million go there if that is where you wish to put it, in your wisdom; but we would need some kind of definition of protections. I know that is a delicate area, but I was thinking, in the Detroit area, what used to be Detroit, after the exodus to the suburbs and surrounding areas is now all of southeastern Michigan where maybe three-fourths of the population of the State is, not only have the people gone out but industries and businesses and scientific labs have been built there or spread out there.

They still come into Detroit. Their trucks from the General Motors Technical Center and from the scientific laboratories all over back up to our shipping dock daily for materials. Each one of those libraries has a very extensive library in its area; but they need all of the related scientific, social, and social science and art areas in order to develop research and to run their business.

The only way they can each be independent would be for each one of them to be a Detroit Public Library. General Motors needs to use the music department for its advertisements, the art department and all of those things, all of the sciences, and yet these businesses can use the libraries because they are residents of the State.

We are getting State money and yet it has been built up all of these years by local money, and this means employment everywhere.

The other thing I wanted to say, as far as college libraries are concerned, universities and colleges cannot say to their thousands of graduates everywhere, "For the rest of your life, your scientific, business or industrial life, come back to your alma mater library for all your needs."

They can barely take care of their current faculty and student body. So the public library serves the vast majority of people who are in all kinds of careers and so on, and this is a part of the profitmaking system. It means money to those companies to be able to come there for their development and research.

The automobile industry in this country has grown up not only in the factories but in the Detroit Public Library science and technology collections where the greatest automotive engineering collection in the world exists.

So the people of Detroit have supported this until very recently, when they started getting some money from the State, and yet everybody in the State of Michigan, depending practically either one way or another, even the Upper Peninsula, likely rural areas, for their money producing—not just the farming, but money-producing income—it is tied in very increasingly with the Detroit Public Library.

So if you are going to use title I, and it talks about research and reference libraries, the very sharp difference—you have to be academic to be research and reference libraries—that must be considered by somebody in order that these large research collections in public libraries will get the kind of money they need.

Mr. BRADEMAS. Thank you very much, Ms. Jones, Dr. Gaines, Mr. Seymour.

Indeed, we want to thank all of our witnesses.

The subcommittee is adjourned.

[Whereupon, at 11:25 a.m., the hearing was adjourned.]

APPENDIX

PREPARED STATEMENT OF THE HONORABLE HAROLD T. (BIZZ) JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman: I sincerely appreciate being given this opportunity to share with you my strong support for an extension of the Library Services and Construction Act. Because the Act will automatically expire this year, it is most important that we take the earliest opportunity to start legislation through the legislative process which will guarantee its continuance without interruption. I commend you and the members of your Subcommittee for giving this legislation such a high priority on your schedule for the 95th Congress.

Throughout my career in public service, I have felt the need to strongly support education programs. One of the most effective means of educating our public, both young and old, is through our library system. Across our land many communities have established or substantially improved their libraries through a cooperative effort with the Federal Government under the guidance of the Library Services and Construction Act. This legislation has truly been one of the landmark accomplishments of the Congress in this important field.

The library serves as an important center in many of our communities. For young people it provides a place to study and expand upon their classroom learning. For adults, it provides an opportunity to continue their education through self-instruction and pleasure reading.

Today's library is more than just a repository of books. Libraries provide many regular services such as movies, listening libraries, conference rooms, lectures and seminars, and a wide variety of other popular services.

The library is no longer just a single building either. The library's access extends to other libraries in the surrounding area and throughout the state. Through active inter-library cooperative systems, libraries can share resources, ideas, and solutions to common problems. Through the use of mobile facilities, many of our libraries are expanding their services to small towns and to individuals unable to travel to the library itself.

Community service is the watchword of libraries. I, for one, believe that support of library programs and efforts is one of the best possible uses of our tax dollars.

I encourage this Subcommittee to act swiftly to extend the Library Services and Construction Act and to provide the necessary funding authority to assure continued full operation of our library programs.

PREPARED STATEMENT OF HON. STANLEY N. LUNDINE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

I am pleased to have this opportunity to submit my statement to the Education and Labor Committee in support of extension of the Library Services & Construction Act.

I represent the 39th District of New York, which consists of small and medium sized towns and cities in southwestern New York, located in Appalachia. Our communities badly need the financial and technical assistance which this Act can provide. Adequately staffed public libraries can bring educational opportunity to areas like ours which cannot support a complete range of urban services.

In Jamestown, New York, a small city where I served as Mayor prior to coming to the Congress, this Act has enabled the James Prendergast Library to initiate a Bookmobile which travels throughout a two-county wide area, education film services, and book mail service to those persons who are home bound and unable to come to the library. A building addition was possible a few years ago due to Title II finding.

This is just one example of the effects of the LSCA on one rural community. But I believe that this is typical of the results that the LSCA can help accomplish. We need to allocate more monies to smaller, rural communities to insure that their libraries remain operating.

I strongly urge that funding be appropriated for the LSCA for the fiscal year 1978. Additionally, I would urge that monies be allocated to Title II of the Act for public library construction projects. In a recent American Library Association survey, it was found that 772 library construction projects in 42 states could be started in 1977 and 1978 if Title II appropriations were available.

In Elmira, another major community in my District in New York, local legislators are now trying to find ways to replace the existing library which has become inadequate to serve the growing needs of that community. The new library, part of an exciting reconstruction program entitled the "New Elmira Plan," begun after the devastating floods of Tropical Storm Agnes in 1972, would seem ideally suited for funding under the programs provided by Title II.

Thank you for this opportunity to submit my statement. I hope that this Committee will act favorably on this request.

Congress of the United States,
House of Representatives,
Washington, D.C., February 4, 1977.

Hon. Carl D. Perkins,
Chairman, Education and Labor Committee,
Rayburn House Office Building,
Washington, D.C.

Dear Carl: I've just spent some time meeting with librarians from the state of Kansas. I'm sure that you or someone on your staff may have spoken with Kentucky librarians this week as well.

They brought to my mind afresh the fact that there has been no money for library construction for two years. It occurs to me that at a time when we are considering additional monies for construction of public buildings as part of our necessary economic stimulus, we could easily channel some of it into funding for library services and construction. In my own state there are at least a dozen projects awaiting funding. The double reward of the jobs provided and the community enrichment provided by this specific funding would mean much.

I would hope that you would exercise your influence to help bring this about.

Sincerely,

Martha Keys,
Member of Congress.

NATIONAL CITIZENS EMERGENCY COMMITTEE

TO SAVE OUR PUBLIC LIBRARIES

Fact Sheet on Library Users

PUBLIC LIBRARIES AND THE PUBLIC'S RIGHT TO KNOW

> "A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy; or perhaps both. Knowledge will forever govern ignorance: And a people who mean to be their own Governors, must arm themselves with the power which knowledge gives."
>
> James Madison August 4, 1822

From its founding, the basic principle of American democracy has been informed citizen participation in the running of popular government. Freedom of speech and freedom of the press are only parts of the larger concept - a free trade in ideas in the market place from which the nation derives its strength. One tends to think of the news media as the main channel of communication to the people about their government, their community, and the problems of their society. But standing alongside the news media as a bulwark of information and ideas is an equally important institution we all take for granted -- the free public library.

Public libraries in America are the nation's memory. They collect and store up the information on which future decisions must be made. They are one of the basic information resources not only for the individual citizen, but also for authors of books and articles on current issues, government researchers, social scientists, and, significantly, journalists. Many important areas of the free press would not exist without the public library market. Much of the printed material issued by government would not be available to the citizenry if it were not for the public libraries which serve as depositories of public documents.

Ironically, as the nation becomes more and more aware of the obligation to provide free access to information, many of our public libraries are reducing their hours, cutting back their collections, falling behind in the processing of materials, and even closing their doors. The Federal Government congratulates itself on the enactment and implementation of a "Freedom of Information Act" to provide access to government documents while it simultaneously is allowing the public to lose access to a much larger resource of information, vital to the operation of participatory democracy itself.

Public Libraries and the News Media

Newspapers are the lifeblood of the land. 1,775 dailies and 7,650 weeklies keep the nation on its toes. They inform their readers on vital issues, expose frauds and misconduct in government, provide a ready voice of dissent. Millions of Americans in every walk of life depend on them every day.

What most people never stop to realize is that newspapers in turn depend on public libraries as a basic source of information to pass on to their readers. Current news, of course, usually comes directly from events and human sources. But behind many stories lie important background facts which are provided from public libraries. In some fields, especially those involving local history, public libraries actually play a dominant role as the source for newspaper stories.

To determine exactly what use newspapers make of public libraries, the research staff of the National Citizens Emergency Committee to Save Our Public Libraries recently directed inquiries to a sampling of journalists across the country. Although a small handful responded that their own internal libraries were adequate for the newspaper's purposes, the majority said that they made frequent use of public libraries as a prime back-up for their own information resources. The following direct quotes tell the facts effectively:

CALIFORNIA - San Francisco Chronicle
Suzanne Caster, Head Librarian:

> "Undoubtedly, the San Francisco Public Library, along with other such libraries in our area, is one of our most indispensable sources of information outside of our own organization.
>
> Often, by telephone, we seek out factual material that supplements that which is not complete here in our clippings or reference works. In a deadline situation this can be an invaluable service.
>
> Reporters and writers often visit individual libraries to continue long-term research and to borrow books for use in preparation of interviews, feature articles and/or news stories. These

materials include all areas of fiction and non-fiction. Upon occasion our news desks and copy desks borrow materials that can be reproduced for illustrating stories."

FLORIDA - St. Petersburg Times
Eugene Patterson, Editor:

"The public library is the place a newspaperman goes when a story is too important to be scratched together from old clippings and a drawerfull of notes. It's the most important bank in anybody's town."

ILLINOIS - Chicago Daily News
Daryle M. Feldmeir, Editor:

"It would be impossible for me to document the number of times the Chicago Public Library has proved to be a special ally of a Daily News reporter in search of a story. I do know that without the public library the whole community would suffer."

INDIANA - The Evansville Courier
Tom Dunning, City Editor:

"Although we maintain library facilities of our own, the public library system maintains reference material not available elsewhere, and is of immeasurable value in providing background material for news stories.

The adult information service operated by the library system allows reporters to phone the library for information not otherwise available -- confirmation of a book title -- the number of volumes in the autobiographical writings of Winston Churchill, as examples, which can be supplied quickly and authoritatively on a deadline basis.

For detailed information on any given subject -- trends in the motor industry, the genesis of a volcano -- the library is irreplaceable as a news source."

INDIANA - The Evansville Press
Paul Knue, Managing Editor:

"We at The Evansville Press make extensive use of the Evansville and Vanderburgh County Library System. Although we have a library of our own, we obviously don't have the facilities that a public library system can offer.

We, for instance, call the library's adult information service nearly every day in preparation of a daily feature, 'Ask The Press.' In this feature, we research general interest questions submitted by readers.

The library is a major source when we are looking for addresses, especially of famous people and of companies. They are also very helpful with questions on Evansville history.

We also use the facilities of the library for research by members of our graphics staff and we list new books at the library on our weekly book page."

LOUISIANA - Baton Rouge Morning Advocate
Lou Thomas, Librarian:

"We have found the public libraries in our city of tremendous benefit. They are used primarily by our writers, both staff and free-lance, in gathering background material for their newspaper stories. One elusive fact may require extensive research.

Our library staff confers regularly with the reference departments of the state library, which is located here, and the municipal library. A small special library such as ours cannot economically justify the kind of book collection which would be required to handle the varied questions reporters may need to have answered in the writing of a story, particularly one with in-depth treatment.

We enjoy extremely good cooperation with our public libraries and call on them for checking facts of a very current nature. Our periodical holdings are limited and many times this is the only source for reporters to use.

Because newspapers constantly strive to keep the public informed--not just in the matter of today's news, but also in the education of their readers with the 'why and how' of matters of environment, our heritage, current legislation, recreation and man's day-to-day needs and desires, they will continue to need the resources of public libraries to provide a meaningful service in a complex society."

MASSACHUSETTS - The Christian Science Monitor
Earl W. Foell, Managing Editor:

"The Christian Science Monitor has its own research library and clipping files. But nevertheless, we do make considerable use of the Boston Public Library. Some of this comes under the heading of historic research where we need reference books that our library simply does not have the capacity to keep on hand. Another major category is contemporary information from specialized magazines, monographs, and papers. Quite often our Boston and New England reporters make use of BPL facilities in digging out background on a story or checking details from another source.

We feel the existence of such a storehouse of information is vital to our own role of giving the public as accurate news and analysis as possible."

MICHIGAN - Detroit Free Press
Michele Ann Kapecky, Librarian:

"The Detroit Free Press has an active, working library which provides reference and research for our editorial staff. Our staff of seven librarians and five clerical workers clip and index both the Free Press and the Detroit News daily. These articles are microfilmed and spliced onto casettes for automated retrieval. The library is open 8:00 a.m. till 12:00 midnight seven days a week.

While it is true that most of the questions asked us by the reporting staff can be answered from previous editions of the paper and/or our own ready reference collection, it is equally true that we could not provide thorough and adequate research service without the public library. Use of the public library is such that a 'library run' is scheduled almost daily.

Our use of the public library consists of borrowing books for reference assistance and use of periodicals for topics not of a local nature. As subscribers to the New York Times data bank and to Readers Guide it is possible for us to locate precise articles which we must then borrow. We also make considerable use of the downtown branch library for its collection of out-of-town newspapers."

MISSOURI - The Kansas City Star
W. W. Baker, President:

"As do most newspapers, we have a large library of our own, not only of clippings but also of reference works, magazines and the like. However, for reference purposes and for verification of facts--particularly in writing features--the Public Library is an essential asset to newspapers large or small. This would be particularly true in preparation of material for editorial pages."

MISSOURI - St. Louis Post-Dispatch
Evarts A. Graham, Managing Editor:

"It is difficult for me to list in detail the countless times and ways in which we call on the public libraries here for help. Sometimes it may be only a matter of a quick phone call to determine a specific fact. On other occasions, a writer preparing a complicated article may spend hours in research at the library. The subject matter can range from energy policy to Nineteenth Century vice presidents, from the inventor of the ice cream cone to the sociological history of Kenya. Our staff members seek from the public libraries anything that cannot be supplied by our own library or standard reference books.

Public libraries are an essential source for newspapers and, through them, for their readers."

NEW YORK - The Syracuse Post-Standard
J. Leonard Gorman, Executive Editor:

"Although The Post-Standard has an extensive library for research into news published in our paper over the recent decades of our 147-year history, we use public libraries frequently for general information and research. In addition to our staff use of public libraries for reference, we usually refer readers' telephone inquiries to the Reference Department of the Public Library. The Syracuse Public Library has an unusually comprehensive genealogy department which is useful in local history, and in checking family backgrounds.

Although this newspaper subscribes to many newspapers and magazines, the Public Library has many others which are useful to our people.

Public libraries are an invaluable resource of newspapers for information not included in their own files."

NEW YORK - Gannett Rochester Newspapers
Rex Schaeffer, Library Director:

"Our management has made a heavy investment in library facilities on the premises and we are able in our editorial reference department to take care of the bulk of reporters' information needs.

However, we do lean on the Rochester Public Library for more specialized needs such as periodical titles not carried here. Most general reporters make limited use of the public library. Feature writers and those on special beats probably use the public library several times a week. One of the heavier users of outside facilities is the action line column on the morning paper."

NORTH CAROLINA - The News and Observer [Raleigh]
Guy Munger, City Editor:

"The news staff of The N&O makes frequent use of the Wake County library system to supplement its own reference sources. We have found particularly useful the public library's files of periodicals and special interest volumes. Reporters often have occasion to use these for background before going out on interview stories. The library's collection of business reference works also has been helpful.

We also refer many inquiries from our readers to the Wake County public library for help.

Obviously, public libraries are of vital importance to journalists, authors and the public. At a time when man's knowledge is growing in quantum leaps, the nation's libraries are an essential guide."

OHIO - The Cincinnati Enquirer
Luke Feck, Executive Editor:

"We are fortunate here at The Enquirer to have our own well-managed and carefully kept library. I'm sure it eliminates some use by our staff of our very active and, I'd venture to say, superior public library in Hamilton County. I can only tell you that our libraries are used extensively by our staff on a continuous basis.

I can only tell you that the Hamilton County Public Library is a civic asset, one which helps us day after day to put out a better newspaper."

OHIO - The Cincinnati Post
Walter Friedenberg, Editor:

"Suffice it to say that our entire staff are frequent users of library services, to supplement our own newspaper library. As a matter of fact, I will be paying a visit to the public library this afternoon to do some research on cross-over voting in primary elections!"

OHIO - The Columbus Dispatch
James Hunter, Librarian:

"The Dispatch library uses the Public Library of Columbus & Franklin County between ten and fifteen times a week. Occasionally we will use other public libraries throughout the state of Ohio.

The ready availability of this reference service gives us access to great information resources without the expense of buying large numbers of reference books and services.

We use the library: To obtain biographical information, government documents, business information, and marketing information. We also use the research tools available at the library such as indexes, periodical collections and the New York Times Information Bank."

OKLAHOMA - The Daily Oklahoman - Oklahoma City Times
Charles L. Bennett, Executive Editor:

"We do have a rather extensive library of our own -- including clippings from our and other papers, documents, periodicals and reference works. Nevertheless, we fairly often consult periodicals or references in the public libraries which we do not have on hand in our own library."

PENNSYLVANIA - The Patriot (Harrisburg)
Paul B. Beers, Associate Editor:

"I make extensive use of both the voluminous Pennsylvania State Library and the lesser but adequate Harrisburg Public Library. Both are within four blocks of my newspaper office, and for me serve as an annex to the morgue of my paper.

I am associate editor and for 16 years the local columnist, dealing in area culture and history. In the process I have written three books. So the library is my other home.

No public libraries? That is as inconceivable to me as if there weren't a public water supply."

PENNSYLVANIA - The Evening and Sunday Bulletin (Philadelphia)
B. Dale Davis, Executive Editor

"The Bulletin library is nearly self-sufficient, but we do have occasion to use Philadelphia's famed Free Library system. When we do the results are enormously gratifying. This, we believe, reflects the superb direction the Free Library has had over the years, starting with Benjamin Franklin and more recently the very able Emerson Greenaway, who retired five years ago, and now Keith Doms.

The Bulletin librarian, Charles Martyn, says our most frequent requests from the Free Library fall into these areas: Historic pictures dealing with Philadelphia and the nation; books, primarily old ones; historic newspaper and magazine articles; publication dates of books and the names of authors; song lyrics."

ENNSYLVANIA - Pittsburgh Post-Gazette
Frank N. Hawkins, Editor:

"Like most metropolitan daily newspapers, the Post-Gazette maintains its own library, which meets most of our research needs. On occasion, however, we need specialized information for which we turn either to the public or university libraries.

For example, the Pennsylvania section of the Carnegie Library here is often useful when we need facts relating to local and state history. Public libraries are, of course, valuable not only to journalists but to authors and all other citizens involved in the research for information."

WASHINGTON - Seattle Post-Intelligencer
Jack Doughty, Executive Editor:

"We borrow books, magazines, periodicals, informational texts and other materials from the Seattle Public Library several times a week. We also telephone the public library for information required by our writers, editors, reporters, ad persons and others.

We need special information ranging from art to zoology. Example: We might need an obscure quote - or it seems obscure after searching through over fifty books, not including the Bible, in our library. We phone the public library and 'they' come up with the quote from the 52nd book we do not have!

The departments we use are: Art, History, Government, Biography, Technology, Education, Sociology, Education, Business & Economics, Literature (child and adult)."

WASHINGTON - The News Tribune (Tacoma)
Donald A. Pugnetti, Editor:

"We have our own library staffed by four persons. However, the Tacoma Public Library is of vital importance to this newspaper. Through a coordination program established with the Northwest Room, the library provides us with a variety of information. On a weekly basis, it provides pictures and background material on artists appearing in our arts and entertainment edition, and historical information in our Sunday paper, for our women's section, and in the Time Machine, which recounts interesting items of our historical past.

Because of our program with the library, we can promise reporters books and magazines they request to be delivered in one day."

WISCONSIN - Wisconsin State Journal (Madison)
Robert H. Spiegel, Editor:

"The Wisconsin State Journal has only a basic collection of reference books for staff use. It is growing but far from what is needed in the way of research, whether technical data or background, so we turn frequently to the public library.

The Madison Public Library provides prompt answers to simple reference questions, while cooperating at all times when we need background information for special stories or series. Occasionally, we have used their picture resources to illustrate a story. We use their periodical collection regularly.

The greatest use came during preparation of our bicentennial edition, which was true at newspapers across the nation, I'm sure.

Without a public library, we would leave too many questions unanswered for there is no way we could afford or manage a library of our own."

WISCONSIN - The Milwaukee Journal
T. B. Arnold, Librarian:

"The public library is an invaluable supplemental aid to our own Journal library simply because its resources of books, periodicals and publications is so much greater.

Writers for the City Room, as well as special section people ask for help to develop stories on subjects ranging from the obvious to the obscure. I do more detailed investigation for the special feature people who simply announce they want to do a story on such and such a subject. Would I get the material?

Often the research work involved can't be satisfied in our own library. It is a matter of checking the public library's special indices and obtaining enough pertinent information.

Recent subjects have included the obscure Pine Tree riot of New Hampshire, the first skirmish of the Revolution, the history of baths, the kudu antelope, James Hoban, who designed the White House. Another request was for details on the signers of the Declaration of Independence who owned slaves. Our own resources can't supply such answers and there isn't a single volume that can. It must be dug painstakingly out of the varied resources offered by the public library.

The same applies to pictures we use. Where does one find pictures of the extinct Khazars of scholar Arthur Koestler? Or illustrations of Giocchino Rossini's Cenerentola, or of Gen. Jaffar Nonn, the brother of the Malaysian prime minister? Only in the public library through research in their stacks."

Public Libraries and a Free Press

Important as newspapers are in communicating information to the citizen, they are not the only source of material on vital issues. Of equal significance in their own right are periodicals and books -- an area of the free press where the participation of public libraries is even more direct.

Periodicals and Pamphlets

Ever since Thomas Payne used his pen to rally dissatisfied colonials to support the American Revolution, government leaders in this country have had a healthy respect for the pamphleteer. In modern times the pamphleteer has become today's magazine writer, who often combines investigative research and pungent analysis to move his fellow citizens to action in countless fields -- fields like politics, consumerism, environmental protection, public health, education, welfare reform. Many of the smaller journals which focus on ideas -- like Foreign Affairs, Public Interest, Environment, Yale Review -- do not receive large advertising revenues. Their existence depends on paid subscriptions, and for many of them, public libraries provide the largest single bloc of subscribers. Public library sales keep many periodicals going, while at the same time supplying an invaluable research and reference tool to library users.

In 1975 the National Science Foundation, concerned about the economic health of scientific journals, funded a broad study of periodicals committed to independent thought and research by Bernard Fry and Herbert S. White, both of whom are with Indiana University's Graduate Library School. Their study examined the economic interface between publishers of scholarly and research journals and the public, academic and special libraries expected to purchase these journals. The survey showed rapid deterioration in financial viability of university presses in the study period, 1969-1973. "The situation for university presses," they reported, "can be described, without exaggeration, as disastrous." The researchers noted that individual subscriptions to scholarly and research journals declined steadily for most publisher groups over the five-year period. Fewer and fewer individuals can afford the increased rates imposed by publishers faced with alarming increases in production costs. Librarians, as the largest and heretofore dependable market for subscriptions, simultaneously find themselves faced with yearly increases in journal prices, prices which consume an even greater proportion of their static and declining budgets.

The research team concluded, "Despite the best efforts of publishers to hold down costs and despite the best efforts of libraries to increase acquisition budgets, the present practice is at best an uncontrollable spiral which spells extinction for a number of substantively valuable journals." Clearly, that kind of economic squeeze poses a serious threat to the basic structure by which knowledge is disseminated and to needs of a free and democratic society. It is a squeeze which Drs. Fry and White feel certain has increased at an accelerated pace since 1973 because, they note, "Library budgets, which increased at least at a modest rate between 1969 and 1973, appear to have decelerated their rate of increase or even flattened out."

"Issue" Books

Despite the annual publication of thousands of new book titles of transitory interest, the publishing industry provides an important vehicle for occasional books of major significance to the nation and its welfare. Some of those which fall into this class are:

*Michael Harrington's THE OTHER AMERICA, which set the stage for the war on poverty.

*Rachel Carson's SILENT SPRING, which helped trigger the environmental movement.

*Ralph Nader's UNSAFE AT ANY SPEED, which contributed to adoption of stringent automobile safety standards.

Earlier classics in the reform tradition include:

*Jacob Riis' HOW THE OTHER HALF LIVES, which set off a series of reforms in housing.

*Upton Sinclair's THE JUNGLE, which led to sweeping revision of food inspection laws.

*Lincoln Steffins' THE SHAME OF CITIES, which contributed to urban reform movements.

Today there are yet other books which are presently having an impact on governmental programs and policies, such as:

*Susan Brownmiller's AGAINST OUR WILL, which is causing re-examination of laws relating to rape.

*Betty Friedan's THE FEMININE MYSTIQUE, which sounded the clarion call of the women's lib movement.

All of these books have depended on public libraries for their existence, preservation and circulation. Most of the writing and research has been the direct result of visits to public libraries -- Brownmiller and Friedan, for example, expressly acknowledge that fact; Rachel Carson had a 55-page bibliography of source material -- and most of the authors depend on library shelves to carry their message to many thousands of citizens and taxpayers who would never otherwise have a chance to read and think over their words.

The economic impact of the library's role in the process of creating and spreading the ideas in "issue" books is becoming increasingly evident. A special survey published in Publisher's Weekly last year indicated that libraries represent the largest single market for most non-text book publishers. Over half of 61 publishers who responded to the survey said that libraries generate at least 40% of their total sales. Nearly a quarter stated that libraries account for 70% or more of total sales. In October, 1975, the American Library Association, in a special New York Times Supplement, estimated that without libraries of all kinds a half-billion dollars in sales would be lost to the publishing industry each year and as many as half the new titles now being published would no longer be profitable. The books which will be jeopardized with extinction as library budgets fall further and further behind are not the popular fiction titles, but rather the serious non-fiction books which reflect the independent voices and thoughts theoretically guaranteed under the First Amendment.

Public Libraries and Access to Information

Public libraries are the citizens' newspaper "morgue." Virtually every public library has a file of back issues at least of the local newspaper. Anyone who wants some information from a back newspaper -- a student doing local history research, a government investigator checking consumer prices, a political candidate researching votes by his opponent -- all turn to the public library.

One French author researching the life of Stephen Crane, author of "The Red Badge of Courage," travelled from Paris to Port Jervis, New York (Crane's home town) to examine old issues of the Union Gazette on film in the public library there.

Most daily newspapers refer all reader inquiries for stories in back issues to the local public library. The Detroit Public Library, for example, has back issues of the

Detroit Free Press on microfilm, and all inquiries made to the newspaper are automatically routed to the library instead.

Many libraries have more than local newspapers available. Over 800 libraries across the country subscribe to the New York Times Index and also to the special service which supplies all back issues of the Times on microfilm.

For his monumental work, THE BROOKLYN BRIDGE, by David McCullough sought out back copies of more than 30 different newspapers, ranging from the Boston Post to the Troy Record, in more than fifteen separate libraries to tell the story "of the most famous bridge in the world and . . . the context of the age from which it sprang."

Barbara Tuchman tells of her astonishment and delight, when she was researching her book, "Stilwell and the American Experience," at finding in the New York Public Library "a full run of The Sentinel, the weekly journal of the 15th Infantry, stationed in Tientsin, to which Stilwell was attached in the crucial years 1926-29 when Chiang Kai-Shek reached national power. "In its pages," she reported, "was a series of articles, which up to then I had not known existed, by Major Stilwell, my protagonist, on the personalities and issues and climactic events of that time."

Some public libraries have collections of newspapers of special interest. Boston Public Library's newspaper room keeps bound filed files of newspapers from Colonial and early American days in the Boston and New England area. The Boston library currently subscribes to 220 newspapers; 150 domestic and 70 foreign. The California State Library has a card index of two million entries in California newspapers from 1846 to date.

Current and back issues of periodicals are also major sources of information available primarily at public libraries. Not only do journalists and citizens depend on their library service, but age cies of government often do too. For example, a newly appointed member of Maine's Board of Environmental Protection, who lives along an isolated shore off the Maine coast, depends on the periodicals section of the Portland (Maine) Public Library to keep up with environmental affairs. In July 1976, she reported having just read an article on Russian nuclear power plants in The Bulletin of Atomic Scientists supplied to her by the Portland Public Library: "In the mail this morning, [the periodicals staff] sent me a copy of an article on nuclear energy which appeared in the Scientific American January issue."

The same person was involved with a neighborhood group that successfully opposed the location of a solid waste baling station. She explained, "We used articles from the magazine The American City and also researched the history of the Baler and the Solid Waste Management Committee as it appeared in the local newspapers for the last 5 years." The newspapers were on microfilm at the library.

Public Libraries and the Federal Government

In the 19th Century the Congress of the United States established a policy of making publications about the activities of the Federal government available to the general public through public libraries. Those libraries which met certain specifications became "Depository Libraries" for distribution of publications issued by all branches of the Federal establishment. Congressional policy as to the purpose of this program is currently set forth in Title 44, United States Code, Section 1911:

> "Depository libraries shall make government publications available for the free use of the general public . . . ."

Through the system of depository libraries, the national government makes accessible to the public at large information about what it is doing. To a group of 2,010 libraries--both public and academic--the Government Printing Office distributes annually more than 37,700 different documents. These include bills before Congress, public laws, committee reports on bills, committee hearings which often represent an exhaustive study on a given subject and may provide the most scholarly set of documents extant, the Congressional Record, reports of government agencies and bureaus covering topics in nearly the entire field of knowledge. Government documents frequently contain invaluable research material. No extended reference work can be done in questions of labor conditions in American without use of some Department of Labor documents or in American geology without those of the U.S. Geological Survey.

The depository system in a mammoth undertaking. In fiscal 1976 the Government Printing Office shipped a staggering 25,000,000 documents to depositories. This figure becomes even more staggering when one realizes that only 48 of the depository libraries, those accepting regional status, are compelled to take on government documents.

The other 1,153 libraries may be selective in their choice of documents.

All depository documents are distributed free to the libraries and the libraries in turn are required by law to make the documents available for the free use of the general public. This joint partnership between the government and the libraries goes back to an 1857 statute which established the designation of libraries on the recommendation of members of Congress, making the primary basis for designation the Congressional district. Depositories are expressly intended to serve the constituents of Congressmen.

It would be hard to think of a more simple or direct way to enable citizens to participate in their government than by making available all government publications in their local libraries. All Congressional proceedings, including Committee reports and hearings, are distributed in this way. In addition, the output of the Executive Branch is also made available. The following is a random sampling of agencies whose reports are made available for free distribution to depository libraries:

Agricultural Marketing Service
Food and Nutrition Service
Soil Conservation Service
Civil Rights Commission
Economic Development Administration
Patent and Trademark Office
Defense Department
Environmental Protection Agency
Federal Trade Commission
Education Division
Public Health Service
Social Security Administration
Interior Department
Manpower Administration
National Labor Relations Board
Executive Office of the President
Securities and Exchange Commission
Transportation Department
Veterans Administration

Economic Research Service
Forest Service
Atomic Energy Commission
Civil Service Commission
National Bureau of Standards
Consumer Product Safety Commission
Energy Research and Development Administration
Federal Power Commission
General Accounting Office
Human Development Office
Social and Rehabilitation Service
Housing and Urban Development Department
Justice Department
Occupational Safety and Health Administration
National Science Foundation
Economic Opportunity Office
State Department
Internal Revenue Service

The depository library system is a deeply flawed instrument for public information. While the libraries receive these documents free of charge, they receive no assistance from the Federal government in meeting the costs of storage, record keeping, preservation and service. The concept of a regional depository library system is excellent but only seven states have qualified for the two regional libraries allowed by law. "Few libraries can afford these costs, certainly few public ones, the type most accessible to the general public." In addition, many thousands of Federal government documents are not distributed through the depository system.

Frances Buckley, documents specialist at the Detroit Public Library, estimates that the annual cost of maintaining that library's extensive depository holdings is $136,600. This is exclusive of the cost of space; some 2,820 shelves are required to house the collection. Detroit's obligations as a regional depository, which includes reference and inter-library loan requests from selective depositories, adds another $5,670 a year to their expenses, again exclusive of space.

In the Detroit Public Library's attempt to provide a comprehensive collection of information by and about the United States government, it also acquires either free or through purchase of various non-depository federal documents. These include, for example, documents from the National Aeronautics and Space Administration, the Atomic Energy Commission, ninety-five percent of those distributed by the Department of Commerce's National Technical Information (NTIS), the central source for the public sale of Government-sponsored research and development reports and other government analyses prepared by Federal agencies, their contractors or grantees. (The NTIS information collection exceeds 680,000 titles.) Also beyond the depository net are the documents of the Educational Resources Information Center (ERIC), which gathers, abstracts and announces government publications in its area of interest resulting from projects supported by the National Institute of Education, the U.S. Office of Education and other government agencies with similar interests.

In addition, because so many government agencies and committees are lax about sending along publications to the Government Printing Office for deposit (the Central Intelligence Agency, for instance, makes almost nothing available), the Detroit Public Library, along with more than 150 other depository libraries, pays membership fees to something called the Documents Expediting Project at the Library of Congress. Their task is simply to canvass the various agencies for documents that have not been sent to the Government Printing Office for deposit. Mr. Buckley estimates that Detroit spends $73,000 a year in staff, maintenance and acquisition of these additional government documents.

The Detroit Public Library also pays $7,000 a year for tools such as the Congressional Information Service Index, American Statistics Index, Congressional Quarterly Weekly Reports, Cumulative Subject Index to the Monthly Catalog, and so forth. Altogether Mr. Buckley estimates that the Detroit Public Library's role in making "government publications available for the free use of the general public" costs more than $222,000 a year, a cost born entirely by state and local funds.

In a 1976 report, Federal Inspectors reported on the impact of a drying up of funds. "In large urban public libraries job freezes are all too common," reported Dan MacGilvay. Retiring, or otherwise outgoing depository librarians are not being replaced. In too many instances, depository librarians are being deprived of pages, typists, and told to continue serving an ever-growing public as usual."

> "All this is bad enough for those libraries which did manage to upgrade service during the last decade. But for those which didn't -- and the documents area was often the last to be considered for upgrading -- the situation encountered by inspectors is bleak. The person charged with looking after the depository collection is frequently in a near state of despair at trying to manage so much material and also attempting to provide service for demanding patrons.
>
> "In summation, depository libraries today are undergoing considerable stress. A very few are advancing in terms of personnel and services; many are holding their own; some are slipping behind; and a few are being decimated. All can use every bit of assistance that the depository library program can provide."

The great flaw in the depository library concept, of course, is that the publications which the Federal government supplies are not "free." They impose a heavy financial drain on the libraries that receive them, which must be met not out of Federal operating funds, but out of increasingly scarce state and local funds. What the Federal government is actually doing by this program is creating an additional burden of millions of dollars on hard-pressed, local libraries. Instead of providing for the "free use" of this invaluable information about government, Congressional policy is actually helping to shorten the hours of library operation, force layoffs, and otherwise contribute to a denial of access to information.

The Publics' "Right" to Public Libraries

If there is, as many assert, a public "right to know" then that right certainly should extend to access to the vital storehouses of information in our public libraries. The accelerating rate of financial distress of public libraries will undoubtedly have a substantial impact on the working of the First Amendment and the knowing participation of citizens in our government.

This concern has been repeatedly stated by journalists:

Modern, well-supplied, easily accessible libraries are as essential to the public's continuing right to learn as are daily newspapers, radio and television.

Charles L. Bennett
Executive Editor, Daily Oklahoman

* * *

Research, of course, is a direct benefit of adequately stocked libraries. And the public's right to know is meaningless without access to information sources and periodicals, whether they can afford to buy them on their own or not.

Libraries provide the perfect information retrieval system. As Isaac Asimov once observed: books impart their knowledge privately, personally, at your own convenience, and without any other equipment than your own eyes. And it uses up no extra energy.

Bern Sharfman
Editorial Page Editor
Harrisburg (Pa) Patriot

* * *

It is impossible to put too much importance on the role of public libraries in a democratic society. They offer everyone, from the richest to the poorest, equal access to information, the true source of power and influence.

In addition, libraries encourage literacy, a quality which needs to be more effectively promoted if newspapers and books are to continue as useful repositories for facts which readers can consider and form their own opinions.

I am convinced that the future of our society depends more than ever on a well-read citizenry. Though unlikely, it is not impossible for the FCC in future years to control radio and TV to such an extent that the printed word would be the only means of dissent.

Robert T. Seymour
Executive Editor, Harrisburg (Pa) Patriot

* * *

I grew up in a library and I continue to visit one weekly. I can't imagine a world without them. That is why the big-city trend to reduce services, with libraries and museums regarded as fringe services that can be cut back first, is alarming. How sad it is that we have millions for elaborate sports stadiums but close the libraries on weekends. This sports fan feels that somewhere along the line we have lost our sense of priority.

B. Dale Davis
Philadelphia Bulletin

* * *

Perhaps the most graphic expression of concern for the practical impact of the current public library funding crisis on the average citizen was stated by historian Arthur Schlesinger, Jr.:

> There is nothing sadder these days than to watch the lights twinkle out in the public library at sundown. And there is little that is more important . . . I think . . . than keeping the library open in the evenings and on weekends so that those who have jobs during the day are not denied the precious opportunity for self-improvement and political inquiry.

FUNDING OF PUBLIC LIBRARIES

Percentage Government Shares Of The Cost Of Operating Public Libraries

State	Total Public Libraries (including Branches)*	Total State and Local Expenditures (in millions)**	Federal Share	State Share	Local Share
Alabama	199	$ 5.4	17.3%	4.4%	78.4%
Alaska	39	2.0	18.8	25.8	55.4
Arizona	97	7.1	9.5	6.7	83.8
Arkansas	171	7.1	18.1	27.5	54.4
California	977	119.2	3.8	1.7	94.5
Colorado	181	NA	NA	NA	NA
Connecticut	258	16.0	5.5	12.3	82.1
Delaware	25	1.5	22.2	4.3	73.5
Florida	277	17.0	7.2	7.5	85.3
Georgia	275	9.2	13.1	35.2	51.6
Hawaii	40	5.1	9.3	90.7	-
Idaho	86	2.6	15.3	8.4	76.3
Illinois	656	54.7	5.5	17.6	76.9
Indiana	358	16.9	6.0	4.6	89.4
Iowa	528	8.2	11.1	3.8	85.1
Kansas	354	5.8	13.1	7.0	79.9
Kentucky	174	5.7	14.8	39.2	45.9
Louisiana	279	12.2	7.2	2.6	90.1
Maine	225	2.5	15.8	10.4	73.8
Maryland	157	22.0	3.0	14.6	82.3

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* Source: R. R. Bowker & Co. unpublished list as of September, 1976.

** 1972 Figures. Source: National Commission on Libraries and Information Service, "Alternatives for Financing the Public Library" (May 1974).

State	Total Public Libraries (including Branches)*	Total State and Local Expenditures (in millions)**	Federal Share	State Share	Local Share
Massachusetts	563	$ 44.9	9.3%	11.6%	79.1%
Michigan	579	30.3	5.3	9.0	84.8
Minnesota	301	18.9	4.3	3.9	91.7
Mississippi	232	4.5	12.5	3.3	79.2
Missouri	335	17.7	7.6	5.3	87.1
Montana	99	2.5	16.4	12.5	71.1
Nebraska	282	5.0	13.7	4.4	81.9
Nevada	45	2.2	15.4	11.9	72.6
New Hampshire	216	3.2	17.4	15.5	67.1
New Jersey	468	35.5	5.0	21.4	73.6
New Mexico	51	2.7	15.5	12.9	71.7
New York	1085	108.3	5.4	17.6	77.0
North Carolina	172	17.5	8.2	19.7	72.1
North Dakota	71	2.2	27.1	5.8	67.0
Ohio	651	NA	NA	NA	NA
Oklahoma	165	7.8	13.4	10.9	75.7
Oregon	171	8.5	8.7	6.6	84.8
Pennsylvania	562	25.2	10.6	33.1	56.3
Rhode Island	81	3.2	13.9	36.5	49.6
South Carolina	127	5.0	18.4	19.4	66.3
South Dakota	95	4.2	12.2	30.2	57.6
Tennessee	234	9.6	12.7	19.7	67.6
Texas	519	27.3	9.7	2.1	88.2
Utah	78	4.2	10.3	8.5	81.2

State	Total Public Libraries (including Branches)*	Total State and Local Expenditures (in millions)**	Federal Share	State Share	Local Share
Vermont	181	$ 1.5	30.5%	29.9%	39.6%
Virginia	186	15.5	6.3	10.1	83.6
Washington	276	22.7	10.0	3.4	86.6
West Virginia	92	4.2	17.7	13.9	68.5
Wisconsin	402	19.9	4.3	.4	95.3
Wyoming	73	2.5	21.3	21.9	56.8
Total U.S.	13,779	$814.2	7.4%	11.7%	80.9%

NATIONAL CITIZENS EMERGENCY COMMITTEE
TO SAVE OUR PUBLIC LIBRARIES

Fact Sheet on Library Users

PUBLIC LIBRARIES AND THE ECONOMY:
(1) HELPING CREATE JOBS
(2) HELPING PEOPLE FIND JOBS

By 1985 the U. S. Bureau of Labor Statistics expects the civilian labor force in the United States to number 107.7 million, an increase over the present of 13.1 million. The bulk of this projected growth will be first-time job seekers who are now in school or college. These young people must attempt to match their abilities and interests with an overwhelming array of occupational choices. They will need answers to such questions as:

> What fields look most promising for employment opportunities?
>
> What education and training are required to enter particular jobs?
>
> How do earnings in certain occupations compare with earnings in others requiring similar training?
>
> What types of employers provide what kinds of jobs?
>
> Does employment in a particular job mean steady, year-round work, or is the job seasonal or affected by minor swings in economic activity?

Where will they find the answers to these questions? You guessed it -- for many, the answers will come from their public libraries. Few people stop to think about it, but libraries are almost as important a part of America's employment scene as collective bargaining and Social Security.

Helping People Find the Right Job at the Right Time

The United States has no organized national program to help applicants find and land suitable jobs -- particularly jobs that are open and waiting to be filled. In 1975, when unemployment was high, the average duration of unemployment topped 100 days. During that year more than 30 million Americans endured the anxiety of prolonged unemployment. Employment statistics for June 1976 put the total number of currently unemployed Americans at

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7.143 million, or 7.5% of the labor force. Over the last two-and-one-half years, from 5% to nearly 9% of the labor force has been looking for work. Over a 10-year period approximately 20 million Americans annually suffered extended unemployment each year averaging 70 days.

A large portion of the unemployment problem (as much as half during good times) is not due to short job supply, but to failure to match job applicants and job openings. Richard Lathrop, director of the National Center for Job-Market Studies, says that by reducing the average time taken to find employment by only four days -- from 70 days to 66 days -- the annual count of people without jobs would drop one million.

In his recent handbook for job-seekers, Who's Hiring Who, Richard Lathrop advises people who are looking for jobs to lean heavily on their local public librarians as "towers of strength for job-seekers." Job hunters should "tell your librarian the occupational field you are exploring. Be specific in naming the kind of enterprise you want to enter. Ask to be led to the pertinent references, periodicals, and directories that will give you the best information on the occupation, companies, products and officials that are targets in your job search." Just about the same kind of advice appears in every leading handbook on employment opportunities.

It is not simply the newcomer to the job market who needs help. Experts estimate that the average worker changes jobs every three years or less, and changes careers two or three times in his lifetime. Out of a labor force of 94.6 million persons, that is a lot of job-hunting. Increased longevity and the great mobility of the American population suggests that these figures may become even higher.

Helping People Find Jobs

Limited Federal funding has recently enabled some public libraries -- unfortunately only 16 in all -- to establish Job Information Centers. The first center opened in 1972, when the Yonkers (N.Y.) Public Library started gathering all job information at one location with help from a grant by the Manpower Administration of the U. S. Department of Labor. Today the Center functions smoothly as a clearinghouse for data relating to job opportunities and the job searching process, including civil service announcements at the city, county, state and Federal level; files of classified ad sections from area newspapers (in Spanish and English); lists of employment agencies and the kinds of jobs in which they specialize; an index to classified ads by occupation; job listings for local businesses; dozens of books on writing resumes, preparing for interviews, job-hunting tips and many other job-related subjects; and special job opportunity newsletters. Yonkers is an area dominated by light industry and therefore has a high proportion of blue collar workers. Types of employment openings covered by the Yonkers P.L. Job Information Center range from highly skilled to unskilled labor as well as professional to nonprofessional positions in all fields.

Program Director Nancy Johmann reports that the Yonkers Public Library's Job Information Center handles an average of 1150 inquiries a month. Many are referred to other agencies -- civil service offices; Department of Labor Manpower Centers; private employers; employment agencies; and the Neighborhood Youth Corps. Miss Johmann finds that as the job situation in Yonkers has become tighter [overall unemployment in Yonkers in May 1976 . stood at 8.3%; for blue collar workers it was 11.7%] more and more people are researching the job market, learning about alternative occupations that could use their skills, and seeking out jobs in other parts of the country.

Even without special programs and special funding, the nation's public libraries still fill an important role in serving jobseekers through their existing resources. A White House correspondent for the Associated Press landed her first job in journalism by mailing off resumes to all Eastern seaboard newspapers after gathering the names and addresses of the papers from a directory at her local library. The same kind of thing in one form or another is happening every day. Most librarians are founts of knowledge and suggestions for jobseekers.

Helping People Prepare for Civil Service Examinations

According to the U. S. Department of Labor, government employment has been growing faster than any other industry division. It increased from 8.4 million to 14.5 million between 1960 and 1974, mostly at state and local levels which together have expanded by 90%. Government is expected to remain a major source of new jobs through the mid-1980's, with employment in government projected to grow faster than the average for all other industries, rising about 35% over the 1974 total.

An estimated 8 to 15 million people prepare for civil service examinations each year. Most libraries post notices of upcoming civil service examinations and many of them stock examination manuals to help applicants prepare. Almost 200 public libraries have standing orders for new editions of every civil service manual as they come off the presses; hundreds more stock manuals on a selective basis. Arco Publishing Company, the leading publisher of civil service preparation manuals, estimates some 50 per cent of its sales go to public libraries. Librarians report that these books are always in heavy demand. At least one library (Detroit) also sells these books to users who wish to purchase them.

Examples of the civil service jobs covered by public library examination materials include:

Accountant - Auditor
Administrative Assistant
Air Traffic Controller
Apprentice, Mechanical Trades
Auto Mechanic
Bank Examiner
Bridge and Tunnel Officer
Building Custodian
Bus Operator
Captain, Fire Department
Captain, Police Department
Carpenter
Case Worker
Cement Mason
Chemist
City Planner
Civil Engineer
Clerk - Steno Transcriber
Correction Officer
Court Officer
Dietitian
Draftsman
Electrical Inspector
File Clerk
Guard - Patrolman
Hospital Attendant
Housing Inspector
Internal Revenue Agent
Laboratory Aide
Messenger
Motor Vehicle License Examiner
Nurse
Office Machines Operator
Police Officer
Policewoman
Post Office Clerk - Carrier
Probation and Parole Officer
Public Health Sanitarian
Sanitation Man
State Trooper
Stenographer - Typist
Supervising Clerk
Tabulating Machine Operator
Telephone Operator

Public libraries which have complete collections of exam preparation materials for these jobs range from the community of Colton, California (with a population of 20,000) to libraries covering major cities (e.g., Denver Public Library) and states (e.g., Missouri State Library). There are public libraries with complete civil service examination collections in 39 states plus the District of Columbia. States where more than one public library has a standing order to update civil service materials are:

Arkansas
California
Colorado
Connecticut
Florida
Georgia
Illinois
Indiana
Kansas
Kentucky
Louisiana
Maryland
Massachusetts
Michigan
Minnesota
Missouri
Montana
New Jersey
New York
Ohio
Oregon
Pennsylvania
South Carolina
Tennessee
Texas
Virginia
Washington
Wisconsin

Helping People Prepare for State License Examinations

Public libraries also provide materials for people who want to prepare for state occupational and professional license examinations. There are approximately 500 professional and non-professional occupations currently licensed by one or more states, and a number of others (such as able seaman) regulated by Federal Government agencies. The growing trend is to regulate more and more skilled and semiskilled occupations. Written examinations are required for many state licenses. Public libraries are readily available sources of published preparation materials -- frequently including questions and answers from previous licensing examinations. Representative occupations requiring written licensing examinations in various jurisdictions include: accountants, auto mechanics, cosmetologists, dental hygienists, dispensing opticians, electricians, pharmacists, practical nurses, land surveyors, life insurance agents, private investigators, real estate salesmen, and scores of others.

Helping People Earn Career Advancement

In his classic study of library use, The Library's Public, Bernard Berelson pointed out in 1947 that the two major reasons readers used advisory services of the New York Public Library were the desire (1) for advancement in their occupations, and (2) for self-improvement through self-education. "Fully 80 to 85 per cent of the users during this period [1930's] had one or another of these two motives...," he observed.

Today's library use by those seeking improved job skills ranges from the industrial psychologist who wants to brush up on the latest counseling techniques, to the financial writer who browses the new acquisition shelves of the library near his office for the latest books in his field, to the fireman who takes advantage of library resources to help win promotion to fire captain. Under the independent learning program initiated by a number of public libraries in cooperation with the College Entrance Examination Board, many people have been helped to job advancement or to start businesses of their own.

Item: A woman who had been working as an occupational therapist for 23 years wanted to obtain State Certification as a full-fledged Occupational Therapist. Her librarian suggested courses to supplement her career background in preparation for an upcoming State exam; recommended three schools in the area offering such classes; prepared a suggested reading list of the subject; and referred the applicant to the Civil Service Commission for more detailed information. With this help the candidate succeeded. (Brooklyn Public Library)

Item: Another librarian helped a woman put her hobby of making paper dollas to practical use. The woman said she wanted to design a set of dolls in booklet form, representing each decade since 1776, and to try to sell them as a Bicentennial project. The librarian helped her find books on the history of paper dolls, on the proper costumes for each decade, and on important historical events of the particular years she chose to illustrate. She and her husband printed the booklet on their own and used library directories to develop marketing possibilities. (Salt Lake City Public Library)

Item: In Maine, a man decided to start his own business operating a small commercial fishing boat. He owned a sailboat and was familiar with basic navigation and boat handling. But that was all. He needed to know how to begin; what fishermen actually do; where fish can be found; what type of boat, gear, and rigging would be necessary. Through his local public library he found government publications on Federal aid available to a small fishing business; a specialist in marine science who taught a workshop in advanced navigation; and a lawyer who had recently gone into a small commercial fishing business. By the time the man completed his research, he was negotiating for a boat that could remain at sea for up to 10 days and required a crew of five. (Portland Public Library)

Helping Students with Part-time Jobs

There is no public institution in America to compare with the public library when it comes to providing jobs for students -- and others -- who need part-time employment. Many public officials, executives and professionals who occupy positions of responsibility worked their way through college with a library job. Many of tomorrow's leaders are working at part-time jobs in public libraries right now -- today. The growing threat to library survival because of rising costs threatens the survival of these job opportunities as well. Experience in cities which have already been forced to cut library services shows that part-time employees, being junior in point of service, are usually the first to be terminated.

A recent special study on library manpower by the Bureau of Labor Statistics reports a dramatic rise in part-time library jobs. An estimated 120,000 persons worked as library attendants and assistants in 1970 compared to 37,000 in 1960. This is an annual average increase of 12.5 per cent. Approximately two additional library attendants and assistants took jobs for each librarian added to the labor force during the 1960's. For the most part, the increase is attributable to greater use of nonprofessionals in library work to perform work once done by professionals.

More than one-third of the 120,000 attendants and assistants worked in public libraries, and another one-third worked in academic libraries. School libraries, though predominant in employment of full-time librarians, employed only 16 per cent of all attendants and assistants. Special libraries employed some 13 per cent of the total.

Part-time employment is very high in library occupations. In 1970, one out of every three librarians worked part time (that is, fewer than 35 hours a week), as did roughly 2 out of 3 library attendants and assistants, according to data from the 1970 census on number of hours worked.

> "Part-time employment seems to be more significant in librarianship than in many other occupations. For professional, technical, and kindred workers as a whole, about 20 percent worked part time in 1970, compared to 34 percent of the librarians. And on the nonprofessional level, about 23 percent of all clerical workers were employed part time in

> 1970, compared to nearly 63 percent of the library attendants and assistants."

It should be noted that these data do not provide a breakdown of full-time and part-time employment in different types of libraries. Thus, although use of part-time nonprofessional personnel is believed to be quite extensive in large public libraries (for one thing, pages generally work part time), the census data are not detailed enough for comparisons of the use of part-time personnel in different types of libraries.

Helping to Create New Jobs

Twenty-three million Americans -- well over a fourth of all jobholders -- are employed by goods-producing industries. Overwhelmingly these industries are based on knowledge derived from science and technology. Because science and engineering are built largely on the published records of earlier work done throughout the world, libraries, which collect and organize material in the pure and applied sciences and industrial arts, play a vital role in helping these industries get started and grow.

More than 60 public libraries in the United States have special collections devoted to science and technology. What this resource means to goods-producing industries was graphically outlined at the President's 1957 Conference on Technical and Distribution Research for the Benefit of Small Business by Daniel Pfoutz, head of the Science and Technology Department of the Carnegie Library in Pittsburgh. Mr. Pfoutz described six case histories, of which this is an example:

> "The salt domes of Louisiana are far removed from Pittsburgh, but one of our local engineering firms wanted to determine what had been done previously about mining techniques in the salt domes. They were interested in appraising the domes and determining their characteristics in order to approach the proper mining techniques.
>
> "The Library's role was to conduct a broad search of the literature to find what was known about the domes and what had been written about mining methods.

"The crux of the problem dealt with an exploratory drilling technique. By acquiring a knowledge of the condition of the domes, it was hoped, a mining technique could be developed to meet the conditions.

"We used special reference or research tools such as:

A. Topographic quadrangle maps of the U. S. Geological Survey.

B. The U. S. Government Research Reports.

C. The International Catalogue of Scientific Literature.

D. Annotated Bibliography of Economic Geology.

E. Bibliography of North American Geology.

F. Geophysical Abstracts and other publications issued by the Bureau of Mines.

"The basic knowledge, the underlying information, and fundamental data were provided by this survey so that the engineering work could be developed.

"At the present time, they are sinking shafts and beginning mining operations."

This was information provided by a public library which helped generate goods and jobs. Mr. Pfoutz added simply, "This is what we do each day, all day long, at the Carnegie Library. That's the reason for our existing."

A more recent example from the Carnegie Library -- 1975 -- involved helping engineers plan for the manufacturing of briquets from bituminous coal dust. The library supplied a bibliography containing articles on techniques, cost and various yearly production statistics.

Library research can provide the basis for inventions which lead to new technologies and, in turn, create new jobs for millions of Americans. A survey of 710 active inventors -- men who had obtained on the average 39.3 patents -- conducted by Dr. Joseph Rossman in connection with his examination of the inventor psychology, revealed that there were several essential steps in the process of "inventing." A survey of all available information -- just the thing that libraries are designed to assist -- was one of the basic first steps.

Item: Dr. Chester Carlson, the inventor of xerography, the basis for one of the largest new industries created by technology since World War II, spent hours of his time over many months reviewing literature in the New York Public Library. As Carlson explained it: "Things don't come to mind readily all of a sudden, like pulling things out of the air. You have to get your inspiration from somewhere and usually you get it from reading something else." (Xerox Corporation, built on Dr. Carlson's invention, now directly employs some 93,000 people.)

Item: Dr. Edwin H. Land, inventor of the first practical synthetic light polarizing sheet and the "Land" camera, and founder of Polaroid Corporation, depended on the resources of the New York Public Library for much of his research in developing "instant photography."

Item: Lee de Forest, one of America's great inventors -- a pioneer in the development of radio, sound pictures and television -- in a letter written in 1958 to William S. Budington, director of the John Crerar Library in Chicago, disclosed that "It was as a result of my hours spent at Crerar Library that I came across a German reference to a recent discovery by a German scientist by the name of Aschinass which gave me a greatly desired lead to a series of experiments which resulted in a somewhat reliable electrolytic detector of wireless telegraph signals. Had it not been for the delightful hours I spent at Crerar Library, I should never have come across that initial idea which meant so much to me during the next succeeding years . . . ." De Forest's inventions helped spark America's huge electronics industry.

Item: Charles F. Burgess, developer of the dry cell (Burgess) battery was also a Crerar Library user. In his biography, Alexander McQueen described two loose scraps of paper found in one of Burgess's notebooks. "One of them was a penciled list, in Burgess's handwriting, of cash assets. The total was important, and therefore interesting. But it should be considered in relation to the other scrap of paper, which happened to be a blank book-call slip of the John Crerar Library, Chicago. The two pieces of paper were symbolic; the library slip stood for research, the cash assets stood for the results of research."

Exhaustive searches of technical information by inventors and engineers can be done only through the large public library, or through university and specialized libraries. Here, for example, are to be found the collections of U. S. and foreign patent specifications and drawings (public libraries account for 15 of the 22 U. S. patent depository collections), the many thousands of technical reports issued each year by the Federal government, reports from NASA, the Atomic Energy Commission, and the Department of Defense.

Professional and scientific journals, as well as other serial publications, usually provide the greatest strength of a science and technology collection. These publications offer advance information and discussion and the detailed records that support most scientific study. In chemistry, for example, about 93 per cent of everything published appears in journals.

The increase in numbers of new scientific and technical journals continues to soar. In 1960, Chemical Abstracts abstracted and indexed 8,000 journals; today they work with 14,000. The torrent of scientific literature is such that although many special libraries are maintained by industry, "No company library," to quote an official of the General Electric Company, "can have on its shelves all the technical data ... to supply the desired information on any one subject." That is why the public library is such an important part of the process.

Most of the 60-plus public libraries with science-technology departments maintain special holdings keyed to the needs of local industry. Southern California's defense-contract industries are served by the San Diego Public Library's space and aeronautic collections; Houston Public Library has special petroleum geology collections, including drillers' logs and electric well logs for the Gulf Coast area; the public library in Toledo, where glassmaking is an important industry, has a special collection on glass and glass technology; Detroit Public Library, which serves the automobile manufacturing industry, places particular emphasis on metal working, mechanical engineering and allied subjects.

Helping People Go into Business for Themselves

According to the United States Small Business Administration, there are some 9 million small businesses in this country. They comprise 95 per cent of all businesses in the United States and employ well over half (53 per cent) of those who work in private industry.

Public libraries play a major role in aiding small business enterprises. As far back as the 1950's, the U. S. Small Business Administration began providing bibliographies to sources of information in public libraries for the use of small businessmen. SBA publications continue to encourage small businesses to take advantage of public library facilities, pointing out to the small manufacturer, for example, that he can:

> locate the names and addresses of prospective buyers around the world;
>
> keep in touch with the newest patents in his field;
>
> consult directories of all sorts;
>
> use the talents of government specialists on hundreds of subjects from new products to business retirement;
>
> read up on existing local, state and federal laws as well as pending legislation; and
>
> obtain the free services of researchers to help him through the ever-growing maze of government and technical information.

Many public libraries offer a telephone reference service for small businesses. Lake County (Indiana) Public Library recently conducted a six-part educational program for small businessmen. Topics included customer credit, financing, advertising, insurance, accounting, taxes, and shoplifting. Some libraries -- Cleveland, Dallas, Denver, Newark, Omaha, and Tulsa, for example -- prepare and distribute business newsletters which typically include lists of acquisitions, brief bibliographies on a timely topic, and special features of the business division.

A study of the informational needs and problems of small businessmen, prepared by the Bureau of Business Research of the University of Colorado in 1961, noted that public libraries are "primary points of distribution for much material that otherwise would not be conveniently available to the small businessman." The study gave the following description of the way a properly equipped and staffed public library serves the business community (citing the Business and Technology Department of the Cleveland Public Library):

> "Here may be found an impressive and significant collection of business, scientific and trade journals, abstracting and indexing services, industrial and financial directories, market analyses, consumer buying habit studies,

corporation reports, Government agency publications, business and financial newspapers and thousands of books on scientific, technical and business subjects.

"Important as these resources are, they would be as a piece of intricate mechanical equipment without an operator, were it not for a trained, qualified staff standing ready to help extract the one fact, the pertinent bit of information, the exactly right book, report or magazine article needed for a specific problem.

"The staff has helped businesses find new outlets for their products; prepare advertising copy; plan more efficient production; anticipate economic developments; map out sales territories; work out personnel policies; settle tax controversies and estates; furnish documentary evidence in law suits; prepare speeches and papers on business subjects; in short, to furnish data upon which to base sound decisions."

The Federal Interest in Job Training and Employment Opportunities

The 1977 Federal budget reflects a dramatic array of programs to help people find jobs in both public and private sectors. Expenditures of billions of dollars are committed for this purpose -- yet not a single program exists of direct Federal assistance to public libraries to assist them in performing exactly this same role.* Instead the public libraries are left to fend for themselves in the face of growing threats of cutbacks and closings resulting from shrinking local funding.

Outlays for Federal training and employment programs are estimated at $5.0 billion for 1977. A temporary public service jobs program was authorized in December 1974 as one part of a series of efforts to bring additional aid to the unemployed. Funds totaling $2.5 billion were made available for about 260,000 jobs. An additional 50,000 jobs are funded under other employment and training programs. Additional budget authority of

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* Except for the very limited funding of the 16 Job Information Centers (see page 2).

$1.7 billion has been provided for temporary employment assistance in 1976. This authority permits the continued operation of the program through December 1976, with a gradual phaseout thereafter through September 1977 as the economy continues to improve.

During 1977, States and localities are estimated to spend about $2 billion in Federal funds on regular programs developed under the Comprehensive Employment and Training Act of 1973 (CETA). These funds would provide about 515,000 years of institutional training, remedial education, on-the-job training, job development, job matching, vocational counseling, and related services.

The Federal budget also provides $440 million in budget authority for summer youth jobs in 1976 and $400 million in 1977. Another $400 million is provided for the Job Corps, programs for migrant workers and Indians, and other national training and employment programs. The cost of operating State offices that provide job-matching services to workers and employers is also borne by the Federal government. Outlays for the Employment Service in 1977 are estimated at $569 million, $20 million more than in 1976.

The U. S. Department of Commerce's Economic Development Administration and Regional Action Planning Commissions provide assistance to economically depressed areas and assist States and communities in meeting regional economic adjustment problems. Traditional EDA programs, such as public works, business development, technical assistance, and research will continue in 1977 but at lower funding levels. Outlays for the development assistance programs in 1977 will be $333 million. In addition, $222 million in Department of Commerce outlays will result from prior year commitments for the job opportunities program.

Where are the public libraries in this range of Federal aid programs to stimulate employment? Why so much Federal attention to artificial stimulus of the job market, and so little to the natural process of job finding and advancement through the resources of our nation's public libraries?

What the Public Library Means on the Individual Road to Success

The quiet work of public libraries in helping people get ahead in their jobs and careers usually goes unnoticed. Everybody simply takes it for granted. In the words of many career librarians, "That's what we're here for."

Every now and then, however, someone who has succeeded in a big way says "thank you" in a form to help make it possible for other people to obtain the same opportunities. One such example was John Deferrari, son of an immigrant fruit peddler, who presented the Boston Public Library with more than a million and a half dollars in the late 1940's in appreciation of its services. This account of an interview with Mr. Deferrari by Joseph F. Dinneen appeared in the Boston Daily Globe at the time:

> "'You say you gave this money so that others could make money as you did. How would a man go about making two or three million dollars with only the public library for equipment?'
>
> "'By doing what I did -- making use of the information available at the public library.'
>
> "'Where?'
>
> "'The Statistical Room, for one place. Have you ever been to the Statistical Room? Do you know what information is on tap there?
>
> "'No.'
>
> "'Drop out there sometime and look it over. Complete your education.'
>
> "'And make myself a million dollars?' I said.
>
> "'You can.'
>
> "'How?'
>
> "'Study the corporation reports like I did. Find out who's behind a business. Learn all about it, and then invest your money in the right ones.'"

Another example was Martin Radtke, who arrived in this country from Lithuania in 1913, poor, illiterate and 30 years old. With knowledge he acquired from study of economics text books and magazines in the New York Public Library [according to an acquaintance, "He went to the library three times a week until the day he died,"] Mr. Radtke accumulated $1 million on the stock market. When he died in 1973, Radtke left his entire estate to the New York Public Library.

> "I had little opportunity for formal education as a young man in Lithuania, and am deeply indebted to the New York Public Library for the opportunity to educate myself. In appreciation, I have given the library my estate with the wish that it be used so that others can have the same opportunity made available to me."

* * *

For most people, of course, the stories of success are more modest, but to each of them the results are still the same. Countless Americans owe their careers directly or indirectly to our public libraries: technical research may have helped to create their jobs; reference materials may have guided their career choices or helped prepare them for job applications; library materials may have provided job advancement; business services may have kept their employers afloat. Whatever the means, the fact remains that our public libraries play an important part in the American economy and job market. Neglect of public libraries by the Federal government may soon spell disaster, not just for the libraries themselves, but for the millions of individuals whose jobs directly and indirectly depend on them.

COMPARISON OF ANNUAL PUBLIC LIBRARY EXPENDITURES TO LEVELS OF UNEMPLOYMENT

Unemployment and Unemployment Rates[1] by State: Annual Average, 1975

State and Local Expenditures for Public Libraries, 1975, by State

	UNEMPLOYMENT		ANNUAL LIBRARY EXPENDITURES	
State	Number (thousands)	Percent of Labor Force	Dollar Amount (thousands)	Per Capita
Alabama	128.6	8.9	$ 8,778	$ 2.43
Alaska	15.8	8.6	2,859	8.12
Arizona	90.9	10.1	10,694	4.81
Arkansas	76.2	8.5	4,357	2.06
California	928.6	9.9	165,352	7.81
Colorado	63.3	5.5	15,866	6.26
Connecticut	136.4	10.1	24,391	7.88
Delaware	23.2	9.3	1,523	2.63
Florida	384.4	11.4	29,178	3.49
Georgia	206.0	9.6	12,395	2.52
Hawaii	26.8	7.4	7,065	8.17
Idaho	27.2	7.4	3,024	3.69
Illinois	414.2	8.3	63,491	5.70
Indiana	208.6	8.8	27,696	5.21
Iowa	77.0	5.7	12,781	4.45
Kansas	52.3	4.9	7,281	3.21
Kentucky	113.4	7.7	13,246	3.90
Louisiana	117.9	8.3	14,625	3.86
Maine	44.9	10.2	3,653	3.45
Maryland	137.5	7.5	33,839	8.26
Massachusetts	343.7	12.5	55,777	9.57
Michigan	559.8	13.8	37,691	4.12
Minnesota	105.4	5.9	25,242	6.43
Mississippi	72.1	7.7	7,388	3.15
Missouri	150.8	7.3	24,764	5.20

State	UNEMPLOYMENT		ANNUAL LIBRARY EXPENDITURES	
	Number (thousands)	Percent of Labor Force	Dollar Amount (thousands)	Per Capita
Montana	20.6	8.0	3,844	5.14
Nebraska	40.5	5.5	8,867	5.74
Nevada	29.0	9.7	3,690	6.23
New Hampshire	25.7	6.9	4,269	5.22
New Jersey	326.6	10.2	50,267	6.87
New Mexico	34.4	7.8	5,792	5.05
New York	774.3	10.1	131,827	7.28
North Carolina	229.9	9.1	17,816	3.27
North Dakota	14.4	5.2	2,012	3.17
Ohio	408.3	8.5	37,386	3.47
Oklahoma	72.8	6.2	10,477	3.86
Oregon	106.9	10.2	12,763	5.58
Pennsylvania	457.0	8.9	32,918	2.78
Rhode Island	65.5	14.6	5,321	5.74
South Carolina	131.2	11.1	7,806	2.77
South Dakota	13.9	4.9	2,984	4.37
Tennessee	157.4	8.5	17,455	4.16
Texas	324.9	6.1	41,474	3.39
Utah	38.5	7.5	7,683	6.37
Vermont	20.7	10.0	2,296	4.87
Virginia	149.5	6.9	23,547	4.74
Washington	144.3	9.3	28,071	7.92
West Virginia	50.6	8.2	6,274	3.48
Wisconsin	148.1	7.0	29,401	6.38
Wyoming	8.1	4.6	2,770	7.41

---

[1] Unemployment as percent of labor force.

Source: Library data computed from U.S. Bureau of the Census, "State Government Finances in 1975" and from unpublished data in the Governments Division. Employment data from "Employment and Training Report of the President," 1976.

NATIONAL CITIZENS EMERGENCY COMMITTEE
TO SAVE OUR PUBLIC LIBRARIES

Fact Sheet on Library Users

SENIOR CITIZENS INCREASINGLY DEPEND ON PUBLIC LIBRARIES TO GIVE THEM "THE STRENGTH TO GO ON"

Day in and day out libraries throughout America are serving large numbers of older adults with the circulation of books from organized collections and information and reference services--traditional, familiar library activities. It is a service very much taken for granted, unsung and, therefore, largely invisible. Yet to the older Americans who are served by these community facilities, the public library is increasingly an essential component of their lives.

Public library facilities can be expected to be under increased demand from the elderly over the next quarter century:

1) There will be more persons 65 and over than ever before. The ranks of the elderly have swelled from fewer than 4 million in 1900 to an estimated 22.4 million in 1975. According to a recent Census Bureau study, by the end of this century the elderly are expected to number about 31 million. They are currently 10.5% of the total U.S. population. (By 2030, 17% of the nation is expected to be 65 or older.)

2) Contrary to common belief, the great majority are mobile, in good health, and live in the community. They are therefore dependent on the facilities their local community can provide. Only a small percentage (5%) are in institutions.

3) The great majority of the men in this age group are retired. Only about 1/5th of men 65 and over work today, while in 1950 almost half of all men of this age group were in the labor force. The women--the great majority of whom never were part of the labor force--also have more leisure time because few of them still have children or other family members living at home.

4) Retirement means more time to fill each day with activity. Over 80% of people over 65 have some leisure time available, with an average of more than five leisure hours on weekdays and 6.5 hours on weekends and holidays. (Adults in the 45-64 age group have 3.25 hours of leisure per weekday and five hours on weekends.)

5) Reading increases as a leisure time activity as persons grow older. A survey of 5,000 non-institutionalized adults reported in the Russell Sage Foundation study, "Aging and Society", showed that the age group of those over 60 reads more books and magazines than those in the group from 40-60. In a recent Lou Harris Associates study conducted for the National Council on Aging entitled "The Myth and Reality of Aging in America", 36% of those over 65 felt they spend "a lot of time reading." The only activities which consumed more of their time were socializing with friends (47%) and gardening or raising plants (39%).

6) With retirement comes reduced income level for most older Americans. Libraries provide one of the least expensive activities available to the individual citizen.

7) Of paramount significance for gauging the anticipated need for public library services by the aging is their rapidly increasing level of educational attainment. As persons with more education move into older age groups, the level of educational attainment increases for the entire adult population. The proportion of high school graduates among those 65 and older was only 18% as recently as 1959. By 1975 half of those 65 and over had completed more than nine years of school (while over half of all adults 25 and over had completed 12 years of school or more). Within 15 years (1990), nearly half will be high school graduates, only about 1/3 below the percent for the entire adult population. In study after study, educational level emerges as the most important single factor affecting increased adult use of the American public library as well as enrollment in adult education programs.

Retirement and increased longevity, with their concommitant abundance of leisure time, offer the older citizen tremendous opportunities for constructive activities and enjoyment, while at the same time challenging him or her to make major adjustments. Many older Americans are isolated from the main currents of American life by early retirement, the dissolution of the multigenerational family, by the loss of friends and relatives through death.

They require a broad range of educational services if they are to adjust. They must find new outlets for their abilities, interests and enthusiasms.

The Impact of Adult Education

The expected increase in library use by older Americans is reinforced by the current revolution in adult education and the emphasis on the new educational philosophy of lifelong learning,

> *A 97-year-old student recently received an award for completion of a program at Quinebaugh Valley Community College (Danielson, Conn.)
>
> *Pima College (Tucson, Arizona) recognized a 93-year-old woman for her outstanding work as a student.

Adult and continuing education is one of the most rapidly growing areas of American education. Between 1969 and 1972, while the population grew 6.3%, the number of participants in adult education grew over three times as fast--20.7 percent.

The 1975 Lou Harris Associates survey found that 400,000 older people said they were currently enrolled in an educational institution or taking courses. (This amounts to 2% of those 65 and over; 5% of the 40-64 age group are so enrolled.) Senior citizen enrollment ranges from the college or university level (24%), to adult educational schools, church schools, high schools, and correspondence schools. An overwhelming majority of senior citizen students (76%) say they are taking courses to expand general knowledge about some field or hobby.

Since 1974, the Academy for Educational Development has identified at least 800 colleges that offer some kind of specialized program for older adults. The vast majority of these programs, according to staff-member George Sullivan, have been operating for no more than four years. Most of the programs serve between 15 and 500 older people, but some have enrollments of 1,000 or more. One institution in Iowa reaches between 6,000 and 8,000 older people each year. Many of these colleges are using community facilities such as libraries, museums, churches rather than "on-campus" facilities. (The use of these facilities is thought desirable for a number of reasons--they are near where people live and therefore are easier for older persons to get to; they are less threatening than a college classroom to many of this group whose early educational experiences left them with ingrained feelings of dread for the educational process.)

Most participants in these programs must turn to the nearest public library for materials to supplement formal instruction. In his recent survey for the Adult Education Association, entitled "New Learning for Older Americans", Roger DeCrow observed, ". . . there is no substitute anywhere in society for organized collections of carefully selected books, the stock-in-trade of the American public library."

Senior Vice-President Dan Lacey of McGraw-Hill Book Company has pointed out that only a very small part of the recent increase in college enrollment at all levels has come in institutions with strong library resources. "Because many of the new colleges were not built in rural or isolated but in urban areas, their students rely on the nearest public library for their research needs."

One of the most promising programs for adult learning is centered in the library itself. In 1974 a number of library systems across the country (Atlanta, Denver, Miami, St. Louis, Tulsa, Salt Lake City and others) in cooperation with the College Entrance Examination Board began developing detailed plans for offering services to the adult independent learner, those who want to take part in an unstructured, self-directed learning project, be it a bachelor's in economics to be taken by examination, learning to write short stories, or to start a business. The public library guides the independent learner in developing a plan to implement his goal and reenforces the learning situation by drawing on colleges, museums, local industry and other institutions in the community. The program is so successful that it has been institutionalized in nine of the original libraries to have undertaken the program and has spread to many other libraries. This program has proved to be attractive to all age groups, including more and more of those over 65. In a far more concrete way than ever before, the American public library is indeed becoming the "People's University."

One library student recently pointed out in her thesis on the aging and library service, "The literature of gerontology and psychology of aging calls for lifelong learning for all individuals, regardless of the depth or the subject. In libraries we see an ideal setting for lifelong learning."

Growing Federal Government Concern for Needs of the Aging

The Federal Government's active role in providing for needs of senior citizens began in the Depression of the 1930's. The first major step was passage of the Social Security Act of 1935. This was followed by programs dealing with health care, housing, transportation, legal and social services. Today there is hardly an area of life for senior citizens in which Congress has not recognized a legitimate federal interest.

Among the milestones in the growth of Federal involvement in problems and needs of the elderly have been:

The National Conference on Aging in 1950.

The First White House Conference on Aging in 1961.

Establishment of the Office of the Aging in HEW in 1963.

The Older Americans Act in 1965.

Amendments to the Act of 1967, 1969, 1972, 1973.

The Second White House Conference on Aging in 1971.

Today the Administration on Aging in HEW oversees a whole range of programs conducted in cooperation with 56 state and territorial, and over 400 area, agencies on aging.

In adopting the Older Americans Act, Congress declared the following national objectives for senior citizens:

> "Sec. 101. The Congress hereby finds and declares that, in keeping with the traditional American concept of the inherent dignity of the individual in our democratic society, the older people of our Nation are entitled to, and it is the joint and several duty and responsibility of the governments of the United States and of the several States and their political subdivisions to assist our older people to secure equal opportunity to the full and free enjoyment of the following objectives:

(1) An adequate income in retirement in accordance with the American standard of living.

(2) The best possible physical and mental health which science can make available and without regard to economic status.

(3) Suitable housing, independently selected, designed and located with reference to special needs and available at costs which older citizens can afford.

(4) Full restorative services for those who require institutional care.

(5) Opportunity for employment with no discriminatory personnel practices because of age.

(6) Retirement in health, honor, dignity—after years of contribution to the economy.

(7) Pursuit of meaningful activity within the widest range of civic, cultural, and recreational opportunities.

(8) Efficient community services, including access to low-cost transportation, which provide social assistance in a coordinated manner and which are readily available when needed.

(9) Immediate benefit from proven research knowledge which can sustain and improve health and happiness.

(10) Freedom, independence, and the free exercise of individual initiative in planning and managing their own lives."

The 1976 Federal Budget describes national funding objectives as follows:

> "Programs for the aging will continue to pursue the national goal of securing and maintaining independence and dignity in a home environment for older persons capable of self-care with appropriate supportive services, and removing individual and social barriers to economic and personal independence for older persons."

A host of other Congressional enactments reflects Federal concern for the needs of the aging:

Higher Education Act of 1965.

Adult Education Act.

Older American Community Service Employment Act.

Economic Opportunity Act of 1964.

Domestic Volunteer Service Act of 1973.

Food Stamp Act of 1964.

Urban Mass Transportation Act of 1964.

Federal Aid Highway Act of 1973.

Comprehensive Employment and Training Act of 1973.

Most of this legislation advocates goals of independence, self-help and dignity for our senior citizen population. The public library has become an increasingly important resource for achieving these goals. One of the current HEW guidebooks for the elderly ("To Find the Way") specifically urges older persons to make use of community public libraries:

> "Libraries usually publish lists of local activities at least once a month, and a library card may open many doors to you."

The importance of libraries to senior citizens has already been recognized by Congress through its 1973 amendments to the Library Services and Construction Act creating a new Title IV ("Older Readers Services"). This new title authorized grants for training of librarians to work with the elderly, special library programs, the purchase of special materials, and similar aids for the elderly. Commendable as these special programs were in concept, the appropriations have never been forthcoming. But they have had a more fundamental defect--they do little to help insure the continued operation of the public library facilities themselves. Instead, the effect would be to actually increase the demand for local library services while leaving the burden of funding those services to local government.

Public libraries have become an increasingly important resource for meeting the needs of senior citizens. In keeping with its commitment to senior citizens, Congress has an obligation to ease the strain on those resources and to contribute to their continued viability. The course is clear--the Federal Government must provide long-term financial aid to the general operating funds for public libraries, in partnership with state and local units of government.

What the Public Library Means to the Individual Senior Citizen

Many of the elderly who regularly use libraries are "invisible" users. They hold no library cards, never take out books. This is particularly characteristic of poorer neighborhoods where people are often afraid to sign their names or are timid about the procedures. Frequently, older naturalized citizens come by for a few hours each day to read foreign language newspapers. Many older people regularly travel long distances from their homes to return to the library of their childhood. If one of them fails to show up, the librarian knows something is wrong. For many senior citizens--alone and forgotten--the public library is the center of their lives.

Sometimes the elderly spend time at their local public library "because they have nowhere else to go"--the building is air conditioned in summer, heated in winter, and it is a safe place to be. Others may come by for half an hour ("you can see a lot in half an hour") to look over the new acquisitions or stay a bit longer on Thursdays when the new Time and Newsweek come in.

Cutbacks in hours and days are particularly hard on the regular users. For those elderly whose lives are given structure and substance by daily visits to the library, cutbacks in service work are a cruel hardship.

A number of libraries provide special services for the elderly. These include putting books into the hands of those who are unable to get to the library--bookmobiles (some of them with special facilities for wheelchairs); books by mail; personal distribution; and deposit collections in senior citizen centers, nursing homes, and apartment buildings for elderly persons. Or librarians may lead book talks, discussion groups, or offer film programs at senior citizen centers, churches and nursing homes.

Libraries also provide special materials for those with impaired hearing or eyesight. These include large print books, material in braille, special magnifiers, special films, as well as books, lectures and religious services on tape.

More and more libraries are filling information gaps by providing information and referral services for the elderly-- for those who have been defrauded by a door to door salesman, or have trouble with their landlord, or have not received their social security check and don't know where to turn for help.

It would be difficult to find a more graphic and succinct statement of the very special meaning of the public library to the individual senior citizen than the following comments by a user of the Brookly Public Library:

> "Since retirement I have become dependent on the public library for mental stimulation. I am alone, a senior citizen, so I tell you this as typical of the plight of many a senior citizen. In the short span of six months, a close friend moved to Florida, another friend passed away, a close relative moved out of the state, a close relative passed away. Do you know what a library does for such as I? I can't do without the book discussions. They are stimulating, exciting, challenging, listening and learning and exchanging thoughts, being with people who are alive and alert. To me, it is like getting out in the fresh air, like a tonic, like a medicine, giving me the strength to go on."

PER CAPITA FEDERAL GRANT LEVELS FOR LIBRARY SERVICES BASED ON SENIOR CITIZEN POPULATION

State	Population 65 and Over*	Total Federal Library Grants**	Share Allocable to Senior Citizens***	Amount of Federal Library Aid Per Senior Citizen
Alabama	378,000	890,965	$ 92,660	.25
Alaska	9,000	300,581	7,214	.80
Arizona	223,000	620,555	62,055	.28
Arkansas	271,000	613,579	78,573	.29
California	2,056,000	4,031,235	391,030	.19
Colorado	210,000	693,069	57,525	.27
Connecticut	321,000	805,418	83,763	.26
Delaware	50,000	345,190	30,032	.60
Florida	1,347,000	1,661,805	267,550	.20
Georgia	430,000	1,124,475	97,829	.23
Hawaii	57,000	394,388	26,030	.46
Idaho	79,000	382,456	36,716	.46
Illinois	1,153,000	2,291,659	236,040	.20
Indiana	531,000	1,217,693	121,369	.23
Iowa	364,000	765,582	97,229	.27
Kansas	285,000	655,618	82,608	.29
Kentucky	368,000	850,945	91,902	.25
Louisiana	346,000	927,680	84,419	.24

---

* 1975 figures. Current Population Reports, May, 1976.

** Total estimated for fiscal 1976 under Titles I and III, LSCA.

*** Based on percentage of total population in each state.

State	Population 65 and Over	Total Federal Library Grants	Share Allocable to Senior Citizens	Amount of Federal Library Aid Per Senior Citizen
Maine	125,000	430,737	$ 50,827	.41
Maryland	340,000	987,894	81,995	.24
Massachusetts	672,000	1,304,564	150,025	.22
Michigan	815,000	1,903,393	169,401	.21
Minnesota	440,000	954,115	106,861	.24
Mississippi	253,000	665,348	71,858	.28
Missouri	601,000	1,115,295	140,527	.23
Montana	75,000	374,011	37,401	.50
Nebraska	194,000	521,423	65,699	.39
Nevada	44,000	341,151	25,586	.58
New Hampshire	87,000	348,160	37,253	.43
New Jersey	767,000	1,504,702	166,393	.22
New Mexico	90,000	441,752	34,898	.39
New York	2,030,000	3,583,675	401,372	.20
North Carolina	492,000	1,213,326	109,199	.22
North Dakota	73,000	356,571	38,153	.52
Ohio	1,066,000	2,212,169	219,005	.21
Oklahoma	334,000	729,967	89,786	.27
Oregon	259,000	647,357	73,151	.28
Pennsylvania	1,377,000	2,417,592	280,441	.20
Rhode Island	113,000	417,519	50,937	.45
South Carolina	229,000	740,064	59,945	.26
South Dakota	85,000	365,200	45,650	.54
Tennessee	441,000	991,749	94,452	.21

State	Population 65 and Over	Total Federal Library Grants	Share Allocable to Senior Citizens	Amount of Federal Library Aid Per Senior Citizen
Texas	1,158,000	2,411,351	$229,078	.20
Utah	91,000	451,113	33,833	.37
Vermont	52,000	325,547	35,810	.69
Virginia	424,000	1,129,248	95,986	.23
Washington	365,000	869,854	89,595	.25
West Virginia	211,000	568,236	66,484	.32
Wisconsin	512,000	1,073,256	119,131	.23
Wyoming	33,000	304,804	27,432	.83

Evaluation of the Effectiveness of Federal Funding of Public Libraries

ERRATA

P. 24 - Table 5A: Delete "Sougheast", add "Southeast"

P. 35 - Add the following as the beginning of a new paragraph as the last line of text on this page

"As indicated earlier, this Federal legislation has had a..."

P. 47 - Paragraph 1: After last word "services", add "...; and for planning activities authorized under the Act."

P. 49 - 2nd line: Delete "...over $150 million...", add "...$218 million..."

P. A-2 - Delete "See Footnote p. 39"
Add "See Footnote p. A-1"

Footnote #1: Delete "...as explained in Appendix B". Add "...is explained in Appendix B of the Ross/Shannon paper."

P. A-3 - 1st line: Delete "Table 4", add "Table 1"

Government Studies & Systems
January, 1977

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EVALUATION OF THE EFFECTIVENESS
OF FEDERAL FUNDING
OF PUBLIC LIBRARIES

Submitted to the

National Commission on Public Libraries
and Information Science

by

Government Studies & Systems
3401 Market Street -- Suite 300
Philadelphia, Pennsylvania 19104

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Prefatory Note

This study presents the results of an evaluation of the effectiveness of the Federal funding of public libraries and proposes the general design of revised system reflecting a redefined and more sharply focussed Federal policy. The Library Service and Construction Act (LSCA) and its antecedent the Library Services Act have been the principal instruments of Federal policy for over two decades. Unless re-enacted, LSCA will terminate September 30 1977. The design of the funding program proposed in this report is intended for review and consideration by the National Commission on Libraries and Information Science, representatives of the library community and other observers. The review process should lead to preparation of draft legislation for early consideration by the Congress.

The report includes a great amount of new data and information on the performance of the present Federal public library funding system and its impact on state and local funding activities. These data have been included both to document the evaluation and to provide resource information for library service planners and administrators. The new data include the results of a state survey to obtain up-dated fiscal data and characteristics of state public library aid systems, and detailed information on general revenue sharing as it has affected public library financing at state and local levels.

Many people and public library agencies have contributed to the study effort. Special thanks are due to the Chief Officers of State Library Agencies (COSLA) who cooperated fully with the study and supplied much information in response to the state survey questionnaire. A special note of appreciation is also due the members of a Study Advisory Committee who met three times during the study to provide guidance and to review draft materials. Names of Study Advisory Committee Members appear on the following page. While the contributions and guidance of these individuals are gratefully acknowledged, responsibility for study findings and recommendations, remain with Government Studies & Systems (GSS).

In addition to the regular members of GSS staff who assisted in this project, also listed on the page following, Jacob M. Jaffe, GSS' regular consultant on fiscal affairs assisted throughout the project and prepared the analysis of general revenue sharing impact. Dr. R. Kathleen Molz served as special library consultant and prepared the analysis of the Federal Partnership Act. Rodney P. Lane directed the project.

Government Studies & Systems
November, 1976

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I

The Nature of the Study

Background and Purpose

The objective of this study is to evaluate the effectiveness of Federal funding of public libraries as a basis for definitive recommendations designed to improve the Federal fiscal support system.

There are a number of reasons why the study focusses on the Federal fiscal support system and why it is timely. Federal fiscal support under the Library Services and Construction Act (LSCA) was scheduled to terminate in 1976, but, under Congressional procedures, it has been extended for one year.(1) General revenue sharing (GRS), viewed by some as a substitute for LSCA, was also scheduled to lapse in 1976. However, Congressional action, signed by President Ford on October 13, 1976, extended GRS, with some modifications, until 1980. It is important to evaluate, however, whether the past, present, and prospective future allocations of these funds have provided or are likely to provide adequate or stable public library support.

Revision and/or re-enactment of the LSCA and GRS fiscal programs are important, perhaps vital, factors in the future of public library financing. At play is a changing scene of concepts and application of broad new fiscal strategies affecting the pattern of intergovernmental fiscal relations in a variety of functional areas, including public libraries.

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(1) Under existing Congressional procedures, the program is automatically continued for an additional year at the same funding level if no legislative action is taken. The September 30, 1976 override of President Ford's veto of the Dept. of Labor - HEW appropriations bill provides $60.2 million for LSCA in FY 1977.

All too frequently, new, far-reaching fiscal strategies are implemented without adequate information on either the current fiscal conditions and status within any functional area, or any real assessment of the future impact of a particular fiscal policy change. Agencies charged with functional and service delivery responsibilities should assess the financial systems that support their service area as a basis for recommending any needed change. It is particularly important for public library agencies to evaluate their fiscal support system in the light of changing intergovernmental fiscal conditions and issues. Public library services are taken too much for granted: almost no one is opposed to the public library, but the active constituency informed on fiscal support problems and possibilities is quite limited in size.

Quite apart from fiscal considerations, there are other factors that make the subject timely. Formulation in 1975 by the National Commission on Libraries and Information Science (NCLIS) of a recommended national program for libraries and information services provides positive and long-range objectives for the redefinition of the Federal role and fiscal support position. The Commission rightly points out that there is at present no national program for the development of library and information services, and that there is indeed a need to insure future development of library resources in "a cohesive manner according to a national plan".(1)

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(1) *Toward a National Program for Library and Information Services*: *Goals for Action*, NCLIS, 1975, p. 39.

The Commission cites eight broad objectives which must be achieved if the recommended national program is to be more than words on paper. Appropriately, the first of these objectives is to "ensure that basic minimums of library and information services adequate to meet the needs of all local communities are satisfied". This objective goes to the heart of the issue of providing an adequate public library financing system. NCLIS cannot create a national program if there are not adequate library and information services at the local level. A state or national network of library services has only limited utility if it is not a linkage to augment and supplement the services of strong local library units. It is in this context that the need to evaluate the effectiveness of Federal funding of public libraries and to provide definitive recommendations for an improved fiscal support should be seen.

NCLIS has also been charged with the responsibility of designing and conducting a White House Conference on Library and Information Sciences as the capstone of conferences held in each of the states. Public library fiscal support problems are likely to be high on conference agendas. Results of the evaluation of Federal funding of libraries and new directions for the future should be available for conference consideration.

Basic Assumptions and Constraints

This study is not based on a de novo approach to the subject of a Federal role and fiscal support system for public libraries. There has been a significant amount of prior research and writing on the general question of the Federal role in public library financing. The research on which this report is based was designed as an extension, supplementation and addition to earlier studies relevant to the objective cited above.

A paper, "Basic Issues in the Governmental Financing of Public Library Services",(1) prepared by Government Studies & Systems (GSS), explored the question from a broad perspective, but it was limited to the delineation and illumination of key underlying factors. It did not include the development of specific recommendations for their resolution. A more recent study also prepared by GSS, was focussed on alternatives for financing the public library, and produced the following summary of five alternative funding options.(2)

1. Status quo
    (a) zero funding of LSCA; complete reliance on revenue sharing
    (b) continuation of LSCA at current or reduced levels

2. Retrenchment of the Federal governmental financing role
    (a) no Federal funds for public libraries and no Federal policy with respect to public library development

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(1) Basic Issues in the Governmental Financing of Public Libraries, Government Studies & Systems, Philadelphia, Pa., 1973

(2) Alternatives for Financing the Public Library, prepared for NCLIS by Government Studies & Systems, May 1974, p iii.

    (b) variable pattern of state and local support depending upon interest and fiscal capacity
    (c) heavier reliance upon fees, fines and organized voluntary support

3. Federalized system of libraries: 75-90% level
    (a) direct Federal funding according to Federal standards
    (b) strategic and directed distribution of public library services to achieve uniform coverage
    (c) coordinated funding and functional planning of public libraries with other library funding programs under ESEA Title IV-B and the Higher Education Act
    (d) full development and employment of technology to maximize services at lowest cost
    (e) authority structure related to Library of Congress

4. Dominant state funding role: 75-90% level
    (a) minimal Federal role and funding
    (b) limited Federal funding geared to inter-state fiscal disparities
    (c) relief of local tax burden for libraries
    (d) fuller utilization of untapped state tax resources

5. Balanced intergovernmental funding system-Federal, state and local
    (a) increased Federal support to meet upgraded library service and development needs
    (b) revised LSCA to reflect strengthened Federal role and mandate, coordinated Federal state planning for a national program of public library services
    (c) increased state support to reflect prime responsibility for public library maintenance and development
    (d) decreased local support role
    (e) staged approach over ten-year period to achieve improved balance in intergovernmental funding pattern ending with Federal-20 percent, state-50 percent, and local 30 percent of a progressively elevated national expenditure for improved and expanded public library services

Advantages and disadvantages of each of the above options were examined. The conclusion was that, in the light of library service and developmental requirements, a balanced and strengthened intergovernmental system was the preferred option.

The works of many other persons and agencies have also provided much information on aspects of the public library funding issue. Recent analyses by Robert W. Frase, Genevieve Casey, James Fry, Joseph F. Schubert, Allie Beth Martin, and others, provide useful material and data. The Systems Development Corporation report evaluating LSCA is an additional source. At the close of 1974, the General Accounting Office (GAO) published a report "Federal Library Support Programs: Progress and Problems". The GAO analysis of LSCA was limited to only two states: Ohio and Michigan. Recommendations were addressed to the Secretary of HEW as follows:(1)

> Require the State Library agencies to make statewide assessments of the needs for public library services and rank local libraries accordingly as a prerequisite to distributing LSCA Title I funds.
>
> Insure that the state library agencies are giving appropriate priority consideration to urban and rural disadvantaged persons when distributing LSCA Title I funds.

While this study is designed to extend and supplement these and other research efforts, it is not necessarily limited or constrained by earlier findings and recommendations.

The analysis begins with the assumption that there is a Federal interest and role in the funding of the public library and that some type of intergovernmental support system is required. It accepts this conclusion on the basis of earlier analyses of the role and function of the public library in today's society, the status and pattern of the present funding system, and application of the public goods theory to funding system alternatives. The particular focus of the analysis is the Federal role and support system. However, this study recognizes and includes within its analytic framework a review of state public library financing mechanisms and impact analysis at the local jurisdictional level.

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(1) "Federal Library Support Programs: Progress and Problems" General Accounting Office, Dec. 30, 1974, p. 27

Approach and Methodology

The objective of assessing effectiveness and preparing improvements in the Federal funding system focusses initial attention on the measure of effectiveness to be utilized. It is obviously unrealistic, given time and budget constraints, to measure effectiveness at the impact or readership level, yet this ultimate measure of effectiveness should not be ignored. The basic question to be answered is closely related to the stated objective in the LSCA:

> It is the purpose of this Act to assist the States in the extension and improvement of public library services in areas of the States which are without such services or in which such services are inadequate, and with public library construction, and in the improvement of such other State library services as library services for physically handicapped, institutionalized, and disadvantaged persons, in strengthening State library administrative agencies, and in promoting interlibrary cooperation among all types of libraries.(1)

In this context, the basic measure of effectiveness is the extent to which Federal funds are used to improve and equalize the access of all citizens to library and information services commensurate with their particular and special needs.

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(1) Library Services and Construction Act (20 USC 351), as amended, Sec. 2 (a)

Effectiveness, and strengths and weaknesses of the present system will be assessed by means of:

1. a state-by-state and regional overview analysis of public library finance characteristics and changes featuring trends, comparisons of expenditures by level of government source of financing, comparisons of state public library aid with other state-aid amounts, and state expenditure patterns per capita and in relation to income;
2. examination of the Federal role and funding mechanisms featuring an evaluation of LSCA and a comparison of LSCA with the conception underlying the legislation proposed (but never considered by the Congress) as the Library Partnership Act;
3. an inventory and assessment of state library aid programs to determine the extent to which they, in relation to LSCA, are effective in support and development of local public library services; and
4. a special detailed analysis of the impact of general revenue sharing funds (GRS) on public library support at the state and local level.

The last of the analyses mentioned marks the first "hard data" analysis to assess and quantify the impact of GRS funds, and this evaluation is of special importance to the measurement of Federal funding system effectiveness. The State and Local Fiscal Assistance Act of 1972 was cited by the Nixon Administration as a substitute for LSCA. Public Libraries were included as one of the "priority expenditures" authorized in the Act for the guidance of local government recipients of GRS funds. Public library expenditure patterns before and after GRS are examined in order to quantify impact.

The methodology involved development and use of two new sources of basic data. In the GRS impact analysis, the Office of Revenue Sharing's computer tape of reported actual use of GRS funds by each state and local government was used to determine the amount of such funds expended for libraries. In conjunction with this and the other analysis components, a special detailed survey questionnaire was sent to the chief library officer in each state. All but a few states provided the information requested.

II

Overview of Public Library Finance Characteristics and Issues

Disparities in the Distribution of Public Library Services

Preliminary tabulations from the recently completed survey (1974) of public libraries by the National Center for Education Statistics (NCES) provide updated information on the numbers, distribution, service activities and expenditures of public libraries in the United States.

Survey data show that in 1974, there were more than 8,300 public libraries staffed by some 86,000 full-time professionals and non-professionals throughout the Nation. Total expenditures reported for 1974 was $1,114 million of which 53 percent represented salaries and wages.

The distribution of libraries and total library expenditures among urban, suburban and rural communities is shown in Table 1, below.

Table 1

Distribution of Public Libraries and Library Expenditures Inside and Outside of Standard Metropolitan Statistical Areas (SMSA's)

Area	Number* Libraries	%	Total Expenditures ($Millions)	%
within SMSA-Central (Urban)	611	7.3	612.7	55.0
within SMSA-Other (Suburban)	2,279	27.4	308.9	27.8
other than SMSA (Rural)	5,417	65.3	192.0	17.2
TOTAL:	8,307	100.0	1,113.6	100.0

* Number of libraries reported excludes branch units: this affects particularly the total reported for central SMSA's.

SOURCE: NCES 1974 Survey of Public Libraries, Preliminary Release dated January 28, 1976.

Preliminary analyses of survey data made available by NCES show a wide variation in per capita expenditures among the nation's 8,307 public libraries. As shown in Table 2, over 40 percent of all public libraries were supported by a per capita expenditure of less than $3.00. More than two-thirds of all public libraries were supported by a per capita expenditure of less than $5.00. The median per capita expenditure was $3.28.

Table 2

Number and Percent of Public Libraries
by Total Expenditures Per Person
in Population of Area Served, 1974

	Number of Libraries	Per cent
Less than $1.00	691	8.3
$1.00 - 2.99	2,694	32.5
3.00 - 4.99	2,273	27.4
5.00 - 6.99	1,004	12.1
7.00 - 8.99	617	7.4
9.00 -11.99	435	5.2
12.00 -14.99	218	2.6
More than $15.00	375	4.5
	8,307	100.0

Source: Preliminary analysis of 1974 survey data made available by NCES.

The NCES survey data provides the basis for comparing per capita expenditures of public libraries within and external to standard metropolitan statistical areas (SMSA's) as follows:

Area	(Millions) Expenditures	1970 Population	Expenditure Per Capita
Inside SMSA's	$ 921.6	139,419,000	$6.61
Outside SMSA's	192.0	63,793,000	3.01
Totals	$1,113.6	203,212,000	5.48

These wide disparities in per capita expenditures suggest the existence of serious inequities in the distribution of public library services, notwithstanding the 20 year history of LSCA and the increasing number of state public library aid programs.

Among local jurisdictions, disparities in the distribution of essential governmental services may be related to either differential need for services or varying tax base capacity to provide services, or both. Urban jurisdictions, for example, are increasingly caught in the trap of growing service requirements and a shrinking tax base. These situations are proper concerns of the tax and subsidy policies of both Federal and state governments.

The Elementary and Secondary Education Act of 1965, for example, recognized the fact that poverty was closely associated with low educational achievement. That Act established a Federal role and subsidy system designed to target additional funds into school districts to meet the special educational needs related to poverty. The Serrano-Priest case in the California Supreme Court and the Rodriguez case in the U.S. Supreme Court added a constitutional dimension to the issue of disparities in educational services offered by local jurisdictions. Basically these cases, and many similar ones in various states, have demonstrated that disparities in educational services caused by, or related to, differences in local taxable wealth must be eliminated. States have the responsibility and obligation to correct these inequities. Resolution of this issue in education finance will increasingly affect intergovernmental fiscal relations in other service areas, such as public libraries, for which the state bears primary legal responsibility. States may indeed delegate responsibility to local governments to provide essential services, but they may not allow wide disparities to exist as a result of wide differences in service needs or taxing capacity of local jurisdictions to finance such services.

The implications drawn from these broad overview data on Federal role and fiscal support issues related to the public library include the following:

1. There is a wide disparity in public library service expenditures among urban and non-urban communities.

2. Problems in effecting an equitable distribution and financing of public library services are quite comparable to those in distributing and financing educational services. Governmental mandates and fiscal systems required to achieve an equitable distribution of public library service need to be strengthened.

3. Urban jurisdictions can be characterized as having a differentially high need and, increasingly, a shrinking tax base capacity to support a full range of services. Suburban governments have increasing demand for services and, in most instances, they have more adequate fiscal capacity to meet such demands. Rural communities have the traditional problem of service organization and delivery to meet dispersed demands. This characteristic justifies at least comparable per capita costs, yet the data show much lower such expenditures.

Comparative Analysis of Public Library Expenditures

On a national basis, it has been shown that serious disparities exist in the distribution of public library services. There are also clear indications that library services, in terms of amount and trends in expenditures, are in an inferior and deteriorating position, compared with other related and contrasting state and local government services. Table 3 shows total governmental expenditures for 1967, 1972 and 1974 for five selected state and local governmental functions: public libraries, local schools, health and hospitals, police, and local parks and recreation. Average annual rate of change in expenditures between 1967-1972 and between 1972-1974 are also shown.

Generally, the data show that public library expenditures are the lowest of the five services and represent only about .5 percent of total expenditures for the group in each of the three years. The $518 million spent for library services in 1967 represents .55 percent of the $93,350 million total for the group. In a period of rising costs and inflation, this percentage declined to .48 percent in 1972 and held steady at .48 percent in 1974. Thus, public libraries get a very small "bite" of the total expenditures for this group of services, and the size of the "bite" decreased in 1974 compared to 1967. This is true even though total expenditures for the group increased from $93.4 million to $199.0 million, a whopping

Table 3

Comparison of Expenditures for Selected State and Local Government Functions, 1974, 1972 and 1967

(in millions)

	1974**	1972	1967	Average Annual Rate of Change 1972-74	Average Annual Rate of Change 1967-72
Total General Expenditure	$190,959	$160,549	$93,350	8.65%	12.54%
Public libraries*	960	816	518	8.92	9.51
Local schools	53,059	46,671	27,590	6.62	11.09
Health and hospitals	15,495	13,023	6,640	9.08	14.42
Police	7,289	6,005	3,089	10.17	14.52
Local parks and recreation	2,951	2,318	1,291	12.83	12.42
Total Excluding Local Schools	145,900	121,878	65,760	9.41	13.13

*It should be noted that the total expenditure for public libraries using Census of Government data differs from totals developed from the state survey performed as a part of this study (see table 4). The variation can be explained by differences in reporting nomenclature and any sampling procedures related to Census figures. The data series are internally consistent and can be used separately for analysis and interpretation.

**1975 Data available to date to be included in this table indicates continuation of the pattern under inflationary impact. Public library expenditures for 1975 was $1.12 billion - up 15.6 percent over 1974, but still lower than increases for other services.

Source: Bureau of the Census, Governmental Finances in 1973-74; Census of Governments, 1967, Vol 4, No. 5: Compendium of Government Finances; and Census of Governments, 1972, Vol 4, No. 5: Compendium of Government Finances.

113 percent, during this period. Public library expenditures increased by 87 percent during the period. The average annual rate of change in expenditures was lower (+9.51 percent) for public libraries than for any of the other service areas shown in Table 3, and significantly lower than the total expenditure average (+12.54 percent) between 1967 and 1972. In the two year period 1972-1974, there was a general slow down in the growth of governmental expenditures so that the average annual rate of change in total general expenditures declined from +12.54 percent to +8.65 percent between 1972-1974. Of the services shown, the sharpest decline in expenditure growth was in local schools during this two year period. Next to local schools, the average annual increase in public library expenditures was lower than any other of the service areas included in this analysis.

Essentially, this analysis of expenditures by functional or service areas offers some confirmation that public libraries are not doing well in competition for the local tax dollar. It is still true, of course, that collectively local governments provide the major part of public library fiscal support. However, the fiscal crunch is on and it impacts most severely on local governments. The primary source of local revenues is still the real estate tax and it is the inelasticity (and shrinkage in many cases) of this tax against a rising tide of increasing service costs and inflationary pressures which accentuates the fiscal problem. The service areas included in this analysis are all heavily reliant on local government revenues. Local schools, health and hospitals, and police services are priority items in the local government budget-making process. The data show that these service areas are also feeling the crunch of rising costs and limited local tax resources. Public libraries, along with local parks and recreation, received only a miniscule portion of local revenues. Of these two areas, local parks and recreation fared better. The data show that of the five service areas, only parks and recreation had an increase in the average annual growth rate in expenditures between 1972 and 1974, compared to the period 1967-72. It also should be noted that expenditures for 1974 reflect, for the first time, the impact of GRS funds. The extent to which GRS funds are used as a substitute for local tax revenues will later be discussed. At this point it can be observed, however, that the priority status of public libraries under the GRS program was not sufficient to elevate its expenditure position over the other service areas included in this analysis.

State-by-State Analysis of Public Library Expenditures

While a slightly different number of states reported total public library expenditures in each year shown on Table 4, it is apparent that total reported expenditures increased in each of the three years 1972, 1974, and 1975. This finding is partially confirmed by the increase in expenditures based on Census data, as shown in Table 3. It should be noted that while Table 4 expenditures are identified as state and local, they

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Table 4

State and Local Expenditures for Public Libraries, 1972, 1974 and 1975, by States and Regions

(Dollar amounts in Thousands)

State	Total Expenditures		
	1975	1974	1972
United States	1,105,744	1,006,365	856,636
New England:	59,196	76,519	64,060
Maine	5,501	4,872	3,532
New Hampshire	N.A.	N.A.	N.A.
Vermont	N.A.	N.A.	N.A.
Massachusetts[1]	47,729	41,141	36,171
Rhode Island	5,966	5,396	5,110
Connecticut	N.A.	25,110	19,247
Mideast:	305,643	273,729	242,486
New York	176,250	159,876	140,077
New Jersey	53,453	47,630	39,736
Pennsylvania	42,972	39,416	36,945
Delaware	N.A.	N.A.	N.A.
Maryland[2]	32,968	26,807	25,728
Great Lakes:	253,268	231,069	190,800
Michigan[3,4]	53,188	48,550	37,764
Ohio	67,252	64,333	55,688
Indiana[5]	29,208	27,258	25,999
Illinois	72,514	63,881	49,510
Wisconsin	31,106	27,047	21,839
Plains:	64,537	65,107	50,591
Minnesota[6]	22,013	18,871	18,006
Iowa	13,062	11,048	N.A.
Missouri	17,814	16,663	15,690
North Dakota	2,324	1,980	1,783
South Dakota	2,603	3,043	2,738
Nebraska	6,721	5,315	4,493
Kansas	N.A.	8,187	7,881
Southeast:	136,848	125,796	97,670
Virginia	26,469	24,732	16,560
West Virginia	N.A.	4,813	3,617
Kentucky	15,351	9,787	8,387
Tennessee	12,680	13,057	8,931
North Carolina[7,8]	18,820	16,049	12,192
South Carolina	6,497	5,866	6,439
Georgia	19,348	17,970	13,545
Florida	N.A.	N.A.	N.A.
Alabama	9,331	7,963	6,185
Mississippi	8,152	7,506	5,139
Louisiana	14,680	13,896	12,931
Arkansas	5,520	4,157	3,744
Southwest:	40,282	31,885	26,207
Oklahoma	N.A.	N.A.	N.A.
Texas	35,844	28,282	23,364
New Mexico[9]	4,438	3,603	2,843
Arizona	N.A.	N.A.	N.A.
Rocky Mountain:	33,607	26,992	21,609
Montana	3,161	2,812	2,616
Idaho	3,747	2,944	2,332
Wyoming	3,264	2,639	2,563
Colorado	15,865	11,451	9,654
Utah	7,570	7,146	4,444
Far West:	206,781	169,051	158,172
Washington	28,338	26,652	22,677
Oregon	10,441	8,703	7,675
Nevada	2,640	2,561	2,038
California	165,362	131,135	125,782
Alaska	N.A.	N.A.	N.A.
Hawaii	5,582	6,218	5,041

Footnotes: See page 18a.

Footnotes: Table 4

General note:

Public library expenditure data used in Table 4, 5 and 6 were obtained through a special questionnaire survey of Chief State Library Officers in each state. At the time of report preparation, five states (New Hampshire, Delaware, Florida, Oklahoma, and Arizona) had not responded to the questionnaire. Alaska and Vermont could not provide complete expenditure data for any of the three years. In four other states (Connecticut, Iowa, Kansas and West Virginia) data were not available for certain years. Expenditure data were reported by source of funds used and certain definitions should be noted:

a. Federal source expenditures includes LSCA funds, any other Federal library programs and General Revenue Sharing (GRS) funds distributed to states and used specifically for public library purposes.

b. State expenditures include only those paid from state revenue sources.

c. Local expenditures were compiled by the Chief State Library Officers. These totals may include expenditures from local GRS funds.

Footnotes:

1. Massachusetts 1972, 1974 and 1975 local government expenditures for libraries reported as representing approximately 90 percent of the state's municipalities and excludes capital outlays.
2. Maryland expenditures exclude capital outlays.
3. Michigan 1975 data includes 1974 carry forward federal funds.
4. Michigan 1974 data includes impoundment funds from 1973.
5. Indiana 1972 expenditure data reported from local own source revenues is for Calendar Year 1972.
6. Minnesota local expenditure data do not include capital outlays.
7. North Carolina 1975 expenditures from federal sources includes FY 1973 (supp.) and FY 1974 federal funds.
8. North Carolina 1974 expenditures from federal sources includes some FY 1973 funds.
9. New Mexico 1975 data was adjusted after letter inquiry to the state.

include Federal funds provided through LSCA, GRS and other library support programs. Total expenditures for 1975, with 40 states reporting, was $1.1 billion - 10 percent higher than the $1.0 billion reported as the total expenditure for the 43 states reporting data for 1974. (See Table 4). In 1972, with 42 states reporting, total expenditures were significantly lower at $856 million.

On a regional basis, based on totals for 38 states reporting expenditures for all three years, as shown in Table 4A, all regions showed increases in expenditures in the two year period, 1972-1974. Five regions showed increases of between 21 and 29 percent, and the total for all 38 states increased by 16 percent. All regions, excluding Hawaii, continued to show substantial increases between 1974-1975. In this one year period, the increases in six regions were at least as great percentage-wise as in the preceding two year period. Expenditures in Hawaii decreased in 1975 by 10 percent. The 1975 total for the 38 states increased 14 percent compared to 16 percent over the preceding two years.

On a state-by-state basis, between 1972 and 1974 public library expenditures increased in 41 states. One state (South Carolina) reported a decrease. In 17 states expenditures increased 1-15 percent, and in 23 states the increase was between 16 and 50 percent. One state (Utah) reported an increase of 61 percent. Expenditures tended to continue to increase between 1974 and 1975. Of 40 states reporting expenditures for 1975, three states reported a decrease, 19 reported increases between 1-15 percent, 17 reported increases between 16 and 50 percent, and one state (Kentucky) reported an increase of 57 percent.

Table 4A

State and Local Public Library Expenditures

1972, 1974, and 1975, by Region (1)

Total Expenditures (in thousands)

Region	1975	% Change	1974	% Change	1972
New England	59,196	+15%	51,409	+15%	44,813
Mid East	305,643	+12	273,729	+13	242,486
Great Lakes	253,268	+10	231,069	+21	190,800
Plains	51,475	+12	45,872	+7	42,710
Southeast	136,848	+13	120,983	+29	94,053
Southwest	40,282	+26	31,885	+22	26,207
Rocky Mountains	33,607	+25	26,992	+25	21,609
Far West	206,781	+22	169,051	+7	158,172
Alaska-Hawaii (2)	5,582	-10	6,218	+23	5,041
Total (38 states)	1,092,682	+14	957,208	+16	825,891

Footnotes:

(1) Regional and U.S. totals include only those states for which expenditure data were available for all 3 years shown. Thus, totals for New England, Plains, and Southeast Regions, and the U.S. totals differ from those in Table 4. A total of 38 states are included.

(2) The Alaska-Hawaii Region includes data only for Hawaii.

Source: Table 4.

The percentage increase in expenditures in the two year period 1972-1974 was exceeded by the increase between 1974 and 1975 in 18 states.

The general conclusion is that during this three year period of rising costs, inflation and a leveling off of LSCA funds, public library expenditures increased in most states. General revenue sharing funds became available for the first time during this period and, as later analyses will indicate, provided some assistance to state and local governments in meeting rising costs and program expansion needs.

An earlier report, based on Census data for 1971-72, indicated that the distribution of public library costs was 7 percent Federal, 12 percent state and 81 percent local.(1) In view of the more recent pattern of expenditure increases and the reduction of Federal support under LSCA, it is important to examine the distribution of increased costs as between state and local governments.

Distribution of Library Expenditures by Source

Nationally, as shown by Table 5, there has been a shift in the source of public library financing toward the state. A summary of the percentage distributions for 1972, 1974 and 1975 is as follows:

Source	1975	1974	1972
Federal	5.0%	4.3 %	5.8 %
State	12.9	12.4	10.8
Local	82.1	83.3	83.4

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(1) Alternatives for Funding the Public Library, Government Studies & Systems, page 35, Table 3.

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Table 5

Percent Distribution of Expenditures for Public Libraries by
Governmental Source of Financing, by States and Regions, 1972, 1974 and 1975

State	Percent Distribution 1975			Percent Distribution 1974			Percent Distribution 1972		
	Federal	State	Local	Federal	State	Local	Federal	State	Local
United States	5.0	12.9	82.1	4.3	12.4	83.3	5.8	10.8	83.4
New England:	3.5	12.7	83.8	3.9	12.6	83.5	4.8	13.4	81.8
Maine	11.1	20.1	68.8	11.3	19.6	69.1	10.9	8.7	80.4
New Hampshire	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Vermont	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Massachusetts[1]	1.9	11.1	87.0	2.2	12.8	85.0	3.7	14.2	82.1
Rhode Island	10.1	18.6	71.3	14.1	16.3	69.6	10.0	21.5	68.5
Connecticut	N.A.	N.A.	N.A.	3.1	10.2	86.7	4.2	10.6	85.2
Mideast:	3.2	18.7	78.1	2.5	17.7	79.8	4.1	16.8	79.1
New York	2.1	17.1	80.8	2.0	14.9	83.1	3.0	14.8	82.2
New Jersey	2.9	21.7	75.4	2.8	21.6	75.6	4.5	20.3	75.2
Pennsylvania	6.6	23.2	70.2	5.1	24.3	70.6	7.9	21.7	70.4
Delaware	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Maryland[2]	5.0	16.6	78.4	1.3	17.9	80.8	3.8	15.7	80.5
Great Lakes:	4.2	10.4	85.4	2.6	10.1	87.3	4.7	7.5	87.8
Michigan[3,4]	4.8	10.8	84.4	2.8	10.6	86.6	4.8	7.6	87.6
Ohio	4.1	3.7	92.2	2.4	3.8	93.8	4.3	2.1	93.6
Indiana[5]	2.6	2.9	94.5	2.8	2.9	94.3	3.8	2.5	93.7
Illinois	4.9	18.5	76.6	2.4	18.9	78.7	6.1	17.9	76.0
Wisconsin	3.7	12.0	84.3	2.6	10.8	86.6	3.7	2.9	93.4
Plains:	7.9	8.8	83.3	8.9	5.1	86.0	8.9	4.5	86.6
Minnesota[6]	3.7	10.0	86.3	3.9	3.3	92.8	4.4	2.8	92.8
Iowa	8.6	3.8	87.6	11.8	3.3	84.9	N.A.	N.A.	N.A.
Missouri	9.4	7.0	83.6	7.2	7.0	85.8	7.5	7.1	85.4
North Dakota	27.1	8.3	64.6	23.4	9.1	67.5	34.5	5.4	60.1
South Dakota	14.5	12.4	73.1	13.3	8.1	78.6	16.9	4.7	78.4
Nebraska	7.1	18.1	74.8	9.9	8.3	81.8	11.7	4.5	83.8
Kansas	N.A.	N.A.	N.A.	14.3	4.0	81.7	11.9	2.1	86.0
Southeast:	9.0	20.3	70.7	8.7	17.4	71.9	10.3	14.1	75.6
Virginia	3.9	11.3	84.8	4.4	10.4	85.2	6.2	10.2	83.6
West Virginia	N.A.	N.A.	N.A.	N.A.	N.A.	55.3	N.A.	N.A.	63.0
Kentucky	10.1	36.1	53.6	7.9	27.7	64.4	15.9	22.1	62.0
Tennessee	9.2	15.1	77.5	6.4	14.5	79.1	9.6	14.0	76.4
North Carolina[7,8]	10.6	25.2	64.2	7.7	28.1	64.2	10.1	20.1	69.9
South Carolina	9.7	24.1	66.2	14.1	22.9	63.0	12.9	11.2	75.9
Georgia	7.3	36.9	55.8	11.1	27.6	[illegible]	9.4	26.0	64.6
Florida	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Alabama	16.7	8.9	74.4	15.9	3.9	[illegible]	13.7	4.1	82.2
Mississippi	13.3	19.2	67.5	15.4	18.8	65.8	12.5	9.2	78.3
Louisiana	7.4	4.2	88.4	5.5	4.1	90.4	6.8	2.8	90.4
Arkansas	18.2	15.5	66.3	15.0	19.4	65.6	20.3	17.8	61.9
Southwest:	12.2	5.3	82.5	4.9	6.5	88.6	11.1	4.2	84.7
Oklahoma	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Texas	12.5	3.9	83.6	3.4	5.0	91.6	10.5	3.4	86.1
New Mexico[9]	10.4	16.0	73.6	16.4	18.6	65.0	16.1	11.2	72.7
Arizona	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Rocky Mountain:	12.0	7.1	80.9	9.9	8.0	82.1	11.9	10.3	77.8
Montana	17.3	5.8	76.9	14.2	6.3	79.5	21.6	6.7	71.7
Idaho	17.8	12.5	69.7	10.1	9.7	80.2	17.6	10.2	72.2
Wyoming	12.9	17.6	69.5	11.5	16.7	71.8	15.8	26.1	58.1
Colorado	11.3	.6	88.1	7.4	5.3	87.3	7.9	8.2	83.9
Utah	7.7	14.2	78.1	11.3	9.3	79.4	9.8	8.0	82.2
Far West:	3.0	3.9	93.1	3.4	5.0	91.6	4.5	3.4	92.1
Washington	4.3	11.4	84.3	4.6	13.5	81.9	6.7	7.0	86.3
Oregon	6.2	7.1	86.7	7.6	8.0	84.4	9.4	7.5	83.1
Nevada	9.0	21.8	69.2	15.4	22.1	62.5	29.2	20.4	50.4
California	2.4	2.1	95.5	2.7	2.7	94.6	3.4	2.2	94.4
Alaska	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Hawaii	6.7	93.3	0	7.4	92.6	0	6.8	93.2	0

Footnote: See page 33. N.A. = Data not available.

Source: Derived from table 4, see Footnotes p. 18a

It should be remembered, according to the Census figures shown in Table 3, that total public library expenditures increased by 19 percent between 1972 and 1974. Therefore the shift in the state assumed burden from 10.8 to 12.9 percent is significant. Earlier reports have called for increases in the level of state support and the data indicate some movement toward this objective. A major purpose of channeling LSCA funds through the state and the requirement of state comprehensive plan development was designed to stimulate an increase in state interest and fiscal support. At the same time, it is apparent that the fiscal relief provided to local government tax sources supporting public libraries is almost imperceptible. This is particularly true in the light of the rising cost levels mentioned earlier. On a national basis then, the present distribution of public library costs is nowhere near a balanced intergovernmental funding system recommended in earlier reports. The overwhelming portion of the costs still falls on local government.

On a regional basis, between 1972 and 1975 state expenditures increased in six of eight continental Regions (see table 5A). The state share declined slightly in the New England and Rocky Mountain Regions. Somewhat correspondingly, the local share declined in five of the eight continental Regions and increased in the New England, Rocky Mountain and Far West Regions. The Federal share declined in six of the eight Regions with only slight increases in the Southeast and Rocky Mountain Regions.

Table 5A

Federal, State, and Local Expenditures as A Percent of Total Library Expenditures for 1972, 1974, and 1975

	Federal Expenditures			State Expenditures			Local Expenditures		
	1975	1974	1972	1975	1974	1972	1975	1974	1972
New England	3.5%	4.3%	5.0%	12.7%	13.8%	14.6%	83.8%	81.9%	80.4%
Mideast	3.2	2.5	4.1	18.7	17.7	16.8	78.1	79.8	79.1
Great Lakes	4.2	2.6	4.7	10.4	10.1	7.5	85.4	87.3	87.8
Plains	7.8	7.3	8.4	10.1	5.8	4.8	82.2	87.0	86.8
Sougheast	9.0	8.7	10.3	20.3	17.4	14.1	70.7	73.9	75.6
Southwest	12.2	4.9	11.1	5.3	6.5	4.2	82.5	88.6	84.7
Rocky Mts.	12.0	9.9	11.9	7.1	8.0	10.3	80.9	82.1	77.8
Far West	3.0	3.4	4.5	3.9	5.0	3.4	93.1	91.6	92.1
U.S.	5.0	4.3	5.8	12.9	12.4	10.8	82.1	83.3	83.1

Source: Table 5.

The heavy burden of public library expenditures on local tax sources is quite consistent among the states, as shown in Table 5. In 1972, the local share of these costs was 70 percent or more in 32 states and in 23 of these states the burden was 80 percent or more. The slight movement toward a better balance mentioned earlier is discernible in the state-by-state data. In 1975, the number of states in which the local share of public library costs was 70 percent or more dropped to 29, and the number above 80 percent dropped to 18. Some indication of the extent to which states are filling the gap left by the leveling-off of Federal funds can be seen by the number of states increasing the state share of costs. Between 1972 and 1975, the state share of expenditures increased in 29 states and decreased in 10 other states. Most of the decreases were slight. On the other hand, many of the percentage increases were sizeable.

Patterns and trends in the level of the Federal share of public library expenditures are quite consistent. In 35 of the 40 states for which 1975 data were available, the Federal share was less than 15 percent, and in 24 of these states the share was less than 10 percent. The pattern was about the same in 1972. It is clear that Federal share percentages are higher in the more rural states. The significant change, of course, is the leveling-off of Federal funds. In 28 states the Federal share decreased percentagewise between 1972 and 1975.

In summary, the basic pattern in the distribution of public library costs among levels of government is clear and constant. Local government bears the lion's share of costs and the pattern is fairly consistent among the states. There is no question about the decrease in the Federal share. If the objective is significant relief of the burden of these costs on local government, it must be said that the 1972-1975 comparisons indicate only a slight movement toward that goal. More significant is the shift toward a higher state share in filling the gap produced by lower Federal funds.

Library Expenditures Related to Population and Income

On a national basis, per capita expenses for public libraries increased from $4.38 in 1972 to $5.83 in 1975, an increase of 33 percent, (See Table 6). This significant increase is contrasted with a slight decline in expenditures per $1,000 of personal income from $1.05 to $.97 during the same period. The increase in expenditures per capita can be interpreted as a positive sign for improved financing of public library services. However, the decline in expenditures in relation to income is another indication of a failure of expenditure increases to keep pace with rising costs and inflationary pressures. It also must be remembered that these increases are coming largely from local government and are supported primarily by a relatively inelastic and over-burdened real estate tax.

Regionally, as shown by Table 6A, the 1975 per capita expenditures ranged from $3.01 in the Southeast Region to $7.58 in New England, compared to a national per capita expenditure of $5.83. Per capita expenditures increased in all Regions between 1972 and 1975. Lowest increase was 22 percent (Plains Region) and highest was 50 percent (Rocky Mountain Region). Regional expenditures per $1,000 of personal income in 1975 ranged from a low of $.57 (Southwest Region) to a high of $1.27 in the New England Region compared to a national figure of $.97. Between 1972 and 1975, expenditures related to personal income decreased in all regions except one (Southeast), again following the national trend. The size of the decreases in percentage terms ranged from -1.8 percent (Rocky Mountains Region) to -15.1 percent in the Plains

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Table 6

State and Local Library Expenditures Per Capita and Per Thousand Dollars of Personal Income 1972, 1974 and 1975, by State*

State	1975 Per Capita	1975 Per $1,000 Personal Income	1974 Per Capita	1974 Per $1,000 Personal Income	1972 Per Capita	1972 Per $1,000 Personal Income
United States	$5.83	$ .97	$5.15	$ .94	$4.38	$1.05
New England:	7.58	1.27	7.04	1.21	5.90	1.31
Maine	5.19	1.09	4.64	1.01	3.63	1.03
New Hampshire	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Vermont	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Massachusetts	8.19	1.33	7.09	1.23	6.25	1.38
Rhode Island	6.44	1.09	5.75	1.08	5.28	1.29
Connecticut	N.A.	N.A.	8.14	1.26	6.24	1.27
Mideast:	7.39	1.16	6.62	1.11	5.81	1.25
New York	9.73	1.47	8.83	1.43	7.63	1.53
New Jersey	7.31	1.10	6.51	1.04	5.39	1.13
Pennsylvania	3.63	.69	3.33	.61	3.10	.75
Delaware	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Maryland[2]	8.04	1.25	6.56	1.10	6.34	1.42
Great Lakes:	6.18	1.01	5.65	.99	4.66	1.08
Michigan	5.81	.93	5.33	.91	4.18	.95
Ohio	[illegible].25	1.06	5.99	1.09	5.16	1.24
Indiana	5.50	.98	5.13	.99	4.91	1.23
Illinois	6.51	.96	5.72	.92	4.40	.93
Wisconsin	6.75	1.19	5.92	1.13	4.83	1.25
Plains:	4.47	.79	3.91	.74	3.68	.93
Minnesota	5.61	.97	4.83	.89	4.62	1.16
Iowa	4.55	.77	3.87	.73	N.A.	N.A.
Missouri	3.74	.69	3.49	.69	3.30	.84
North Dakota	3.66	.63	3.11	.56	2.82	.80
South Dakota	3.81	.77	4.47	.95	4.03	1.18
Nebraska	4.35	.70	3.45	.65	2.95	.74
Kansas	N.A.	N.A.	3.61	.66	3.49	.83
Southeast:	3.63	.76	3.23	.71	2.57	.63
Virginia	5.32	.94	5.04	.94	3.48	.90
West Virginia	N.A.	N.A.	2.70	.61	2.03	.62
Kentucky	4.52	.97	2.88	.66	2.54	.77
Tennessee	3.03	.64	3.15	.69	2.22	.68
North Carolina	3.45	.72	2.99	.65	2.34	.69
South Carolina	2.31	.51	2.11	.49	2.42	.78
Georgia	3.93	.79	3.68	.77	2.87	.81
Florida	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Alabama	2.58	.57	2.23	.53	1.76	.5[illegible]
Mississippi	3.47	.86	3.22	.85	2.27	.82
Louisiana	3.87	.82	3.69	.84	3.48	1.08
Arkansas	2.61	.60	2.01	.48	1.89	.62
Southwest:	3.01	.57	2.43	.50	2.06	.57
Oklahoma	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Texas	2.93	.54	2.35	.47	2.00	.55
New Mexico	3.87	.86	3.22	.7[illegible]	2.67	.82
Arizona	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Rocky Mountain:	5.91	1.08	4.83	.95	3.93	1.10
Montana	4.22	.78	3.82	.77	3.64	1.02
Idaho	4.57	.92	3.70	.75	3.08	.91
Wyoming	8.73	1.47	7.29	1.36	7.43	1.93
Colorado	6.26	1.07	4.55	.83	4.10	1.02
Utah	6.28	1.30	6.06	1.36	3.95	1.10
Far West:	7.49	1.16	6.22	1.00	5.94	1.27
Washington	8.00	1.28	7.63	1.34	6.59	1.59
Oregon	4.56	.81	3.86	.73	3.52	.91
Nevada	4.46	.68	4.46	.74	3.97	.83
California	7.81	1.19	6.28	1.04	6.14	1.34
Alaska	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Hawaii	6.45	1.02	7.28	1.23	6.23	1.36

*See Footnote, Table 6A.

Region. In view of this national trend, the 21 percent increase in the Southeast Region is perhaps partially explained by the fact that expenditures for the Region were quite low in both 1972 and 1975 compared to other Regions. Thus, any change is likely to have a relatively great impact percentage-wise.

Table 6A

State and Local Library Expenditures Per Capita
And Per Thousand Dollars of Personal Income: 1975
and Percent Change 1972-1975, By Region (1)

	Expenditures Per Capita		Expenditures Per $1000 Personal Income	
Region	1975	% Change 1972-75	1975	% Chan[illegible]972-75
New England	$7.58	+ 28.5%	$1.27	-[illegible].1%
id East	7.39	+ 27.2	1.16	[illegible] 7.2
Great Lakes	6.18	+ 32.6	1.01	- 6.5
lains	4.47	+ 21.5	.79	-15.1
outheast	3.63	+ 41.2	.76	+20.6
outhwest	3.01	+ 46.1	.57	0
ocky Mt.	5.91	+ 50.4	1.08	- 1.8
Far West	7.49	+ 26.1	1.16	- 8.7
.S. Totals	$5.83	+ 33.1	$ .97	- 7.6%

Footnote:

(1) Tables 6 and 6A: Population estimates used in per capita calculation are as of July 1, 1972 and 1974. The estimates for 1975 are as of July 1 and are provisional. Personal income figures are based on the 1971 calendar year, the revised figures for 1974, and the preliminary figures for 1975. The calculations are based on the above data applied to expenditures listed in Table 4. Sources of population and income data for the years indicated are as follows:

Population - Current Population Reports, Bureau of the Census

Income - Survey of Current Business, U.S. Dept. of Commerce

On a state by state basis, the pattern of change in per capita and per $1,000 of personal income is fairly consistent. A total of 29 of 40 states had increases in per capita expenditures ranging between 21 and 60 percent. Individual per capita figures ranged from $2.31 (South Carolina) to $9.73 (New York). Four states had per capita expenditures between $2.00 and $2.99; 17 between $3.00 and $5.00 and 19 between $5.00 and $10.00.

Expenditures per $1,000 of personal income among states in 1975 ranged from $.51 (South Carolina) to $1.47 (New York). In twenty-six of 40 states, expenditures related to income ranged between $.51 and $.98, and in 14 states the value was above this level. Comparison of expenditures per $1,000 income between 1972 and 1975 indicates that 29 states showed decreases, and that eight of these states decreased 20 percent or more. Eleven states showed an increase in expenditures per $1,000, or remained at the same level.

State Aid to Public Libraries Compared to Total State Aid

The need for states to assume a larger share of the burden of public library service costs was indicated earlier in this report, and it has been a pointed recommendation of many earlier studies. As previously noted, the reasons for this requirement designed to improve public library financing are closely similar to those in the public education financing area. It is a state responsibility to insure both an adequate level and equitable distribution of services using methods which take into account varying needs and fiscal capacities of local government.

Census of Governments data for the nation provide the basis for a comparison of state aid to libraries with total state aid over the past ten years. The data indicate that, while local library aid is increasing, such payments are not keeping pace with increases in total state aid payments to local government (see Table 7). In 1967, state aid to libraries in 35 states represented .33 percent of total state to local government payments. In 1974, state payments for library services in 42 states represented only .22 percent of total state to local government payments. Between 1967 and 1974, state payments for public library services increased less than 60 percent while total state payments to local governments increased 142 percent.

The average annual rate of increase for state payments to local public libraries between 1967-1972 was 7.8 percent. Between 1972 and 1974, this average annual increase had slowed down 4.7 percent. In contrast, total state payments increased annually, on the average, by 14.1 percent between 1967 and 1972, and by 11.8 percent between 1972 and 1974.

Table 7

Comparison of Total State Aid for All Purposes With State Aid for Public Libraries in 1967, 1972 and 1974

	State Payments to Local Governments* (millions				
	1974	Percent change	1972	Percent change	1967
Total All Payments	$45,941.1	+25%	$36,759.2	93%	19,001.3
Payments for Public Libraries	100.8	+10%	91.9	45%	63.0
Percent Library Aid of total	.22%		.25%		.33%

*includes Federal aid channeled to localities through the State

Source: State Government Finances, 1967, 1972 and 1974, U.S. Bureau of the Census

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All of this seems to make clear that state payments for local public library services are not keeping pace with the total of all other state to local aid payments. This trend is especially significant in view of the extremely high portion of public library expenditures paid from local tax revenues. It is apparent that state aid payments do not represent an adequate share of a balanced intergovernmental funding system in support of local public library service costs, and the situation is worsening. The extent to which the leveling-off and instability of Federal aid under LSCA are factors affecting adversely state public library aid programs is not clear. The extent to which GRS payments may have had an impact on state-local library funding will be examined later.

III

The Federal Role and Funding Mechanism in Support of the Public Library

Introduction

Although private philanthropy has played an important role in the historical growth and development of public libraries, the major thrust for library development has been provided by local, state, and Federal governments. The first state law providing for the establishment of public libraries was passed in New Hampshire in 1848. This act did not provide state aid for libraries. However, it did allow local authorities to levy taxes for library support, provided for free access for all, and allowed the city or town to receive bequests or gifts on behalf of the library. Massachusetts soon followed New Hampshire's lead and added a limit on the extent of municipal support for libraries. This law also allowed for the possibility of state aid for libraries from the education fund. Other states soon passed similar laws. By the end of the nineteenth century, all states had passed legislation providing for the establishment of public libraries and the levying of local taxes for their support. Furthermore, by 1875 all states had established a state library for use by governmental officials, the judiciary, and generally the citizens residing near the state capitol.

In an historical perspective, the Federal role came late and in a limited form. Passage of the Library Services Act in 1956, later revised and renamed The Library Services and Construction Act is the only expression of a Federal funding role focussed directly on the public library. The State and Local Fiscal Assistance Act of 1972 provided funding support under the general revenue sharing (GRS) program for a variety of state and local services. Public libraries were identified as a "priority" expenditure for the use of GRS funds at the local level. The only other effort to enunciate a Federal funding role was in the preparation of a Senate bill (S.3944) called the Library Partnership Act. The bill was introduced in 1974 and described a quite different and quite reduced, Federal funding role.

This section of the report provides a summary analysis and evaluation of both LSCA and the proposed Library Partnership Act. A detailed evaluation of the impact of the GRS Act is presented in a later section.

The Federal Role Under LSA and LSCA[1]

In 1956, Congress passed the Library Services Act, the first major piece of Federal legislation for the support of public libraries. The Act required each state to prepare a plan, the approval of which was a prerequisite to the use of Federal funds. A primary goal of the Act was the extension of library service to the rural population. Aid was precluded from towns with a population of more than 10,000.

Amendments in 1964, under the title "The Library Services and Construction Act", broadened the scope to include grants for construction of library facilities. Equally important, the new act recognized the need to support libraries in urban as well as rural areas. Plan requirements placed on the states were revised accordingly. Federal funds were allocated according to a formula which recognized only two basic factors: population and income. Each state was entitled to a share of the total federal grant equal to the ratio of the state's population to the total population of the country. However, in order to receive its full share, each state had to provide matching state and local funds based on the ratio of the state's per capita income to the national average per capita income. Thus, wealthier states were required to provide more matching funds than poorer states. A stipulation was added that in no case would Federal funds for library service and construction exceed sixty-six percent, nor be less than thirty-three percent, of the total costs. Determination of the use of Federal funds was left in the hands of the state library agency. It should be noted that the revised act represents a kind of block grant. Its objective clearly was a distribution of Federal aid in general support of library services. Except for the state plan requirement, none of the fiscal support provisions relates directly to library needs, or library services. Thus, the current level of library services, differential service needs, and requirements to provide specified library services are not included as a part of Federal subsidy machinery.

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[1] This section is excerpted from the earlier GSS paper. "Basic Issues in the Governmental Financing of Public Libraries", Government Studies & Systems, 1973.

In 1966, LSCA was amended to identify three new areas for improvement in library service. With these amendments, LSCA provided Federal support in the following major categories:

(1) Library Services (Title I): support to be used for books and other library materials, salaries,

equipment and other operating expenses.

(2) Library Construction (Title II): support to be used for new or improved facilities and other capital expenditures.

(3) Interlibrary Cooperation (Title III): support to be used for the establishment and maintenance of local, regional, state or interstate cooperative networks of libraries, including public-nonpublic library networks. No matching of Federal funds required.

(4) Grants for library services in state institutions and library services for the physically handicapped (Title IV): authorized grants for the provision of library service to inmates of prisons, state schools and hospitals, and to provide services for the physically handicapped unable to use conventional printed materials. This Title was never funded and, in the 1970 amendments, Title IV was incorporated into Title I.

The 1970 amendments also extended LSCA until 1976 and expanded Title I to provide special library services for disadvantaged persons, to provide assistance to state library administrative agencies, and to strengthen metropolitan libraries.(1)

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(1) "LSA and LSCA: Legislative History," James W. Fry in Library Trends, July, 1975

positive influence on the statewide development of public libraries. Although the amount of Federal aid has been small in relation to total library expenditures, the program has encouraged the states to accept and implement increased responsibility for support of public libraries.

Thus, Federal funds, accompanied by a matching requirement and plan preparation, stimulated the states' response to public library needs and strengthened the administrative and planning roles on the state library agency. Local libraries could look to the state as well as local government for relief of some of their pressing fiscal problems. The trend toward increased state-support of library services has been described as "one of the potentially most important developments during the past ten to fifteen years in public library systems."[1] The fear that increased state fiscal support would result in an excessive or monolithic pattern of state control over the development of public library systems has not been realized.

More recently, there has been further recognition that the massive concentration of disadvantaged and deprived populations in the urban complexes, together with the accompanying problems of declining tax capacity, increased municipal expenditures, and urban decay have exacerbated the plight of the urban library. As a result, a new proposed amendment to LSCA establishes a Title V addressed to special needs of urban libraries. The declaration of purpose in the proposed amendment is stated as follows:[1]

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[1] Ralph Blasingame and Ernest R. DeProspo, Jr., "Effectiveness in Cooperation and Consolidation in Public Libraries," in Melvin J. Voight, Advances in Librarianship, I, New York, Academic Press, 1970, p. 194.

> In recognition of the serious financial distress of large urban public libraries, the Congress hereby declares it to be the policy of the United States to provide financial assistance to such libraries for the purchase of books and other library materials. Large urban public libraries are a critical part of the nation's information and cultural resources, and as such are deemed to be vital for the educational, cultural and economic development of this country. Balanced intergovernmental funding is, therefore, essential at the local, state and federal levels in order to achieve the content and quality of public library services for the citizens of the United States.

The amendment would provide additional funds to public libraries in cities of over 100,000 population. Interestingly, the amendment stipulates that these funds would pass through the state library agency and would be distributed on a per capita basis. Whether or not this proposed amendment will be adopted remains a question, but it is a recognition of the special problems faced by large urban public libraries.

Criteria for Evaluating LSA-LSCA as a Funding Mechanism

Although the LSA-LSCA program is 20 years old and has expended over $700 million since 1957, there has not been any continuing comprehensive evaluation of the program by HEW. As a result, there are conflicting views about its successes and failures and confusion about its impact on public library services nationwide.

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[1] Working Draft of Proposed LSCA Title V (dated 7/18/76) provided by ALA.

Any effort to assess the program should take note of its major claims and criticisms. This section is based on an examination of a selection of principal critiques and statistics about the program viewed in terms of the following criteria:

1. Federal support of library services underpins state and local library programs and is a stimulator, i.e., it provides "seed money" to assist states in developing and sustaining adequate library services. The Federal support should be related to state and local needs and should be assured from year to year.
2. Federal support should not be used as a replacement for state support, but rather as a stimulus for additional state appropriations for library service development and improvement. Thus, a primary emphasis in Federal-state funding systems should be the development of library services for the unserved and the inadequately served and the elimination of service and service cost disparities.
3. Federal support should stimulate and guide the determination of measurable objectives and performance standards based on output measures. This should permit continuing evaluation to demonstrate program impact and achievement of purpose.
4. Federal support should engender strong, coordinative linkages within and among public library systems, and to the extent possible, between public library systems and all other types of library services. The goal here is to improve both access and quality of library services to all citizens at equitable costs distributed strategically among the various levels of government.

Strengths and Weaknesses of LSCA

The Federal Government's investment in public libraries, beginning in 1956, was viewed as a major impetus to State support and planning for library services nationwide. As the figures in Table 8 show, Federal support has in fact increased significantly over the succeeding twenty-year period.

Beginning in 1957 with an appropriation of $2,050,000, the Congress gradually increased LSA aid to $7,500,000 in 1961 and maintained that level of assistance through 1964. With enactment of LSCA the appropriation was increased $55 million in 1965 and 1966, and to $76 million in 1967. From 1967 on, the annual appropriation was increased or decreased by substantial amounts. Funding for the construction program under LSCA Title II was eliminated in 1973 and never reinstituted. In the ten year period, 1966-76, the appropriations were maintained at the same level for only 1969 and 1970, and again for 1975 and 1976. Congressional override, on September 30, 1976, of President Ford's veto of the Departments of Labor and HEW appropriations bill (HR14232) provided a substantial increase in LSCA funding for FY1977 at $60,237.000.

Although Federal aid to libraries represents only about five percent of the nation's library expenditures, Federal support is viewed as having a substantial impact on the development and improvement of public library services. In his paper

TABLE 8

Appropriations for LSA and LSCA

(All Titles) 1957 - 1976

Fiscal Year	Appropriation	Cumulative Appropriations
1957	$ 2,050,000	$ 2,050,000
1958	5,000,000	7,050,000
1959	6,000,000	13,050,000
1960	7,431,000	20,481,000
1961	7,500,000	27,981,000
1962	7,500,000	35,481,000
1963	7,500,000	42,981,000
1964	7,500,000	50,481,000
1965	55,000,000	105,481,000
1966	55,000,000	160,481,000
1967	76,000,000	236,481,000
1968	68,000,000	295,190,000
1969	49,894,000	345,084,000
1970	49,894,000	388,350,250
1971	47,801,500	436,151,750
1972	58,709,000	494,860,750
1973	84,500,000	579,360,750
1974	49,209,000	626,109,750
1975	51,749,000	677,858,750
1976	51,749,000	729,607,750
1977	60,237,000	789,844,750

Sources: Data for 1957 through 1975 are from Robert W. Frase, The Future of Federal Categorical Library Programs, March 5, 1975, Table B. Data for 1976 and 1977 is from the Washington Office of American Library Association. (ALA October 5, 1976 Newsletter.)

on the future of Federal categorical library programs, Robert Frase says, "Public library services have unquestionably been greatly extended and improved, using the funds appropriated under Title I. Since public libraries have traditionally been created and financed primarily by local governments, the quality and even the very existence of public library services has varied greatly, not only between states but within states as well. The Library Services and Construction Act was designed to deal directly with this problem by requiring state plans for coordinated programs designed to meet the needs of all the citizens of each state. The state library agencies have been greatly expanded as a result of the Act, and called into existence where they did not exist before. Systems of libraries have been created to provide better service through cooperative action. Interlibrary loan networks have been established on a state basis. State statutes have come into existence, establishing goals and standards for public library services and authorizing state appropriations." [1]

The uncertainty of Federal support from year to year and the absence of adequate technical assistance and guidance by Federal agencies have weakened the potential impact of Federal aid.

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[1] Robert W. Frase, The Future of Federal Categorical Library Programs, March 5, 1975

These problems are highlighted by Joseph F. Shubert: "As one examines the accomplishments and strengths as well as the weaknesses and problems of the LSA/LSCA years, one notices first the disparity between the promise and the reality of the program, i.e., the gap between legislative authorization and appropriation. For more than half of the LSCA program's history, and despite work on long-range planning, this gap, fiscal uncertainty, and delayed appropriations have necessitated ad hoc decisions for both state agencies and local libraries. Difficult decisions had to be made to keep programs afloat and staff together in "lean periods."[1] As Table 8 shows, the amount of money appropriated by the Congress varied almost year to year, after 1964, and was less in the years 1968, 1969, 1971 and 1974 than in each of the preceeding years.

Shubert also is critical of LSCA administration with respect to information gathering and dissemination: "Another problem that has surrounded LSCA since its inception is that of insufficient collection of data and dissemination of information about the program. Assessment of program effectiveness has been somewhat fragmentary and much of what has been produced is buried in U.S.O.E. files. The problem of data gathering and dissemination require the attention of everyone involved in the program at all levels."[2]

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[1] Joseph F. Shubert,"The Impact of the Federal Library Services and Construction Act", in Library Trends, Volume 24, No. 1, July, 1975, p. 39.

[2] Ibid, pp 39-40.

A third problem identified by several observers is the lack of technical assistance and guidance at the Federal level. This is not due to lack of interest of Federal staff, but rather the limitation on numbers of staff. It has also been pointed out that effective utilization of the LSCA plan requirement to stimulate state program development has been lacking. The Federal library unit must have sufficient status to insist on effective state comprehensive library planning as a condition to Federal fund distribution.

Even though the cumulative total of Federal expenditures between 1957 and 1976 was about $730 million, some observers view the impact on state public library subsidy systems as less than adequate.

1. At present, there are still states which provide no direct assistance for local library service. Many other assistance programs are discretionary and lack the stability and commitment of a legal mandate.
2. The level of state support is significant in a few states but is nominal in many states. This indicates that, however well states have responded to the LSCA stimulus, they have not yet taken seriously the charge of insuring the development of an adequate pattern of public library services in all jurisdictions.[1]

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[1] Basic Issues in the Governmental Financing of Public Libraries, Government Studies & Systems, May 1973, p. 22.

3. While the size of the LSCA grant is relatively small, the share which is spent for local public libraries is the prerogative of the recipient state, and it varies greatly among the states. A recent report of the General Accounting Office pointed out that "state financial reports for fiscal year 1972 revealed that all states retained large percentages of Title I funds at the state level for administration and support services or for statewide projects." The Report noted that 38 percent of the total LSCA Title I allotments was retained at the state level.[1]

4. While the gap between legislative authorizations and appropriations, mentioned earlier, is not atypical in Federal funding programs, it has been an important factor limiting LSCA effectiveness. Amounts allocated to individual states under LSCA were so small as to make difficult their use to stimulate development of a broad - guaged state public library aid system, or to be used as part of such a system. Moreover, while LSCA made use of a state plan device, the smallness of the grants coupled with less than adequate organization and staffing of a Federal library unit resulted in little opportunity to assist the state planning process, or to monitor the use of Federal funds.

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[1] Comptroller General of the United States, *Report to the Congress - Federal Library Support Programs: Progress and Problems*, December 30, 1974, pp. 21-22.

Analysis of the Library Partnership Act (S. 3944)

The Library Partnership Act, (S. 3944), was introduced in the Senate of the United States by Jacob Javits (R. - N.Y.) on August 22, 1974. Although the bill was introduced by Senator Javits at the Administration's request it did not receive his endorsement, nor did the measure excite much interest on the part of other members of the Congress. Yet, with the single exception of the establishment of the National Commission on Libraries and Information Science, the Library Partnership Act now historically represents the sole Administration initiative directly affecting libraries which has taken place since 1965, the year of the Johnson Administration's major educational enactments, e.g., the Elementary and Secondary Education Act (ESEA) and the Higher Education Act (HEA).

The proposed legislation embodied some of the philosophies of the Nixon Administration, especially those aspects which called for grant consolidation, reduction of dependency on the Federal government, and simplification of the governmental machinery.

Understandably skeptical of a proposed measure yielding only $15 or $20 million* as contrasted to over $150 million annually appropriated in grant support for the nation's major types of libraries, the library profession at large showed no interest in the Library Partnership Act, and its fate would appear to be that of many other bills which reach the Congress only to die aborning.

The bill's development and introduction is evidence, however, that the Administration was seeking a different direction for library funding. Specifically, the new direction is one that diverts Federal funds away from institutional support for school, public and academic libraries and funnels these funds into broader based categories consonant with Federal goals to reach the economically disadvantaged and those with other disadvantages, such as the physically handicapped. Analysis of the bill in greater detail is thus relevant to any research evaluating the effectiveness of Federal funding of public libraries. It represented a significant departure from the existing library legislation provided through the Library Services and Construction Act (LSCA); ESEA, Title IV - B; and HEA, Title II.

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*The sum of $15 M was recommended in the Nixon Administration budget for FY 1975, and $20 M was recommended in the Ford Administration budget for FY 1976. No amount was recommended in the FY 1977 budget for the new legislation.

The Provisions of the Bill

The proposed Partnership Act provided the following elements of a Federal funding program.

1. Discretionary grants to be awarded by the Secretary of the Department of Health, Education, and Welfare (HEW) for the demonstration of innovative library services to the handicapped, institutionalized, and the economicallly disadvantaged; for the demonstration of means to integrate informational and educational services.

2. Eligible recipients of such grants could include State and local library agencies; public and non-profit organizations and institutions.

3. The legislation was proposed to extend from FY 1975 through FY 1977.

4. No specific authorization level was specified in the bill, although the FY 1975 budget proposed $15 M and the FY 1976 budget recommended $20 M.

5. The State library administrative agency was not designated the official recipient of the funds, but it was granted authority for review and comment.

6. Funding for any given project was to be prorated with Federal financial assistance covering up to 100 percent in the first fiscal year, not to exceed 70 percent in the second fiscal year, and not to exceed 40 percent in the third fiscal year.

7. The Secretary of HEW was to be held responsible for establishing criteria for the approval of grants, namely:

   a. the degree to which the proposal met the objectives specified in the enactment;

   b. the degree to which the project could be replicated; and

   c. the determination of available funding to cover the proposed activity when the Federal support was terminated.

Analysis of the Bill's Provisions

The first point to be made is that the legislation is an omnibus bill: that is, its provisions could conceivably cover any type of library now eligible under the present legislation. Section 5 (a) (1) of S. 3944, in calling for the demonstration of services to disadvantaged clients, would primarily relate to public libraries, although not exclusively. Section 5 (a) (2) would pertain to any or all types of libraries engaged in cooperative services. Section 5 (a) (3), in designating the integration of informational and educational services could affect public, public school, and academic libraries -- specifically those which attempt interinstitutional relationships with agencies of formal education, such as public schools or institutions of higher learning.

These three main aims of the proposed legislation then would either target Federal funds for highly selected clienteles (the economically disadvantaged, it should be noted, have been a source of presidential concern throughout the Kennedy, Johnson, and Nixon administrations) or , by contrast, make provision for certain activities involving interlibrary arrangements or interinstitutional combinations leading to a closer alliance between the informational services of libraries and the provision of public education. The change from previous Federal funding policy is clear: Rather than serving as small financial dollops within the larger support framework provided by local, or state funding, the Federal funds would serve a more identifiable function -- one calling attention to evaluation of highly visible projects serving hard-to-reach clienteles, or those affecting institutions of different authorities and types in their joint concern to effectuate resource sharing for a larger constituency.

The second important point to be considered is the demonstration aspect of the bill. In this context it should be remembered that the Nixon Administration introduced legislation to create the National Institute of Education (NIE), primarily because the President evinced concern that mounting large-scale Federal educational programs without research into their effect was largely a waste of taxpayers' money. In his educational message to Congress on March 3, 1970, the President made the comment that increased Federal aid to education would only come about when "we gain a new confidence that our education dollars are being wisely invested to bring back their highest return in social benefits....As we get more education for the dollar, we will ask the Congress to supply many more dollars for education."

The research and demonstration emphasis of S. 3944 is consistent with Administration thinking that Johnson's Great Society programs of compensatory education for low-income children should not be furthered without additional investigation of their effect. Such research and demonstration would allow for random innovation or large-scale social experimentation, but would disallow the funding pattern of the present legislation providing for institutional support of school, public, and academic libraries.

To those familiar with previous research projects funded under HEA II B, the demonstration aspect of the proposed legislation might well seem compatible. One or two examples will suffice: the Philadelphia Action Library, which was supported in part by II B funds, would be eligible under all three of the provisions of Sec. 5. The Philadelphia project was essentially designed to aid children of low-income families, was conceived as a center with special relationships to the site's existing community and school libraries; and was carried out in cooperation with the Philadelphia public library system and the City's public and diocesan schools. By contrast, a second project, also receiving extensive support from HEA II B, was the BALLOTS project of Stanford University, a bibliographical on-line computerized operation now making it possible for libraries, other than Stanford itself, to obtain various services within a networking mode for their own institutions. This latter project, although not serving a primarily disadvantaged clientele, would be completely eligible under theprovisions of Sec. 5 (a) (2).

Both these projects could be seen as innovative and requiring special assistance beyond the resources of local or institutional authorities. Both were and remain "risk capital" projects and, in the view of Administration observers, eligible for funding from the nation's largest collector of taxes, the Federal government. Viewed in this light, the proposed Library Partnership Act would seem to indicate that the Administration was agreeing to accept Federal responsibility for certain experimental endeavors which could not be funded otherwise. It might also be said that the proposed legislation was not being offered as a substitute for the existing categorical-aid programs, but rather as an alternative to them. Having already adjudged that library support was a matter of state and local responsibility, the Administration put forth an alternative legislative proposal to assume a much larger research and development role. Funding levels for the present research and demonstration program (HEA II B) have remained somewhere below $3 million annually; the Nixon budget recommended $15 million for these purposes and the Ford budget suggested another increast to $20 million, a figure representing almost ten times the current outlay for such experimental activities.

The networking aspects of the proposed legislation also point to allied developments within libraries operated entirely with Federal funds, such as the Library of Congress. The Library's own development work with MARC (Machine Readable Catalog) tapes, now widely used by a number of regional consortia (OCLC, SOLINET, etc.) for various library functions including cataloging and book purchase, has made possible new directions for the nation's libraries and has greatly augmented the role of the Library of Congress as the "national" library. It is not impossible to conceive that the Federal government might wish to change the emphasis of all present library legislation by creating a new statute which could work in tandem with provisions for developmental activity in Federally supported libraries, such as Library of Congress, The National Library of Medicine and the National Agricultural Library. This new legislation could channel Federal funds into furthering the resource sharing among libraries which automated devices such as MARC tapes already facilitate.

The third point to be made about S. 3944 relates to its format as a discretionary program rather than a state-plan program. At present, both ESEA IV-B and LSCA are operated as state-plan programs. HEA II is the exception, since academic institutions (the primary recipients of the title) do not normally come under state departments of education; consquently the funds are administered as direct institutional grants. Although it is true that the state library agencies are permitted review and comment on specific projects, and that governors of states affected by interstate library activities are also guaranteed similar reviews, the proposed legislation cedes authority to HEW for the determination of the criteria under which future grants would be made. One of the factors on which the criteria must be based is the assurance that the project will be continued at such a time as the Federal funds are phased out. Again, the inclusion of this factor underscores the view that categorical aid on a permanent basis for library support was not an acceptable use of Federal funds.

In effect, then, the Library Partnership Act should be regarded as a distinct alternative to present Federal funding patterns providing institutional support to all major types of libraries. The bill stressed two aspects of Administration philosophy: the need to address the educational needs of deprived Americans and the requirement to employ funds to aid in the development of interlibrary and interinstitutional cooperatives, thereby effectuating wider usage of certain resources and enlarging the clientele base of existing libraries. The Nixon Administration would have viewed such a development as consonant with the President's intent to effect a reform in American education.

In reference to the development of cooperatives, the legislation anticipates that some of these will cross state lines, thereby increasing the responsibility of the Federal government for their governance. The bill also anticipates an enlargement of the cross-fertilization of ideas and activities between formal agencies of education and informal ones such as libraries, and cites the integration of educational and informational delivery systems. Thus, library legislation is placed within the broader framework of American education.

As a package, the proposed Act can be construed as an Administration attempt to eliminate the burden of the Federal government in furnishing an on-going subsidy to local library expenditures. It substitutes, instead, a discretionary program permitting innovative projects designed to reach hitherto unserved population groups, or to create greater economies in service through the use of new technologies and the coalescing of combined institutions, even those in different states. The bill specifically precludes a permanent Federal role in support of these projects, thus bearing out Administration philosophy that library support was a matter of state and local initiative. What in effect the Federal government seemed to be saying in taking this initiative is that the determination of a specific Federal role has yet to be fully analysed. The Library Partnership Act does suggest some alternatives to the present legislation and in this area, at least, it warrants the profession's serious thought and reflection.

IV

Summary Analysis of State Aid Programs for Public Libraries

Introduction

The Federal public library fiscal support system, under the various titles of LSCA, was designed to channel funds into specified areas of need in the public library system including: the extension and more adequate distribution of public library services, construction and improvement of facilities, interlibrary cooperation and network development, and the development of services for readers with specialized needs. The proposed amendment for a new LSCA Title V program is addressed to the special needs of large city libraries.

The overall objective in all of these various funding components is to stimulate state governments and state library agencies to take a more active functional and fiscal role in the development of a fully adequate set of public library services in each state. Development of comprehensive state library plans, as required under LSCA, is a primary device to implement the objective of stimulating state leadership in this area.

An additional and even more important device through which state leadership can be exercised is the system and amount of state fiscal support provided local public libraries. In this analysis of the effectiveness of the Federal fiscal support system, therefore, it is important to examine the overall characteristics and patterns of state public library aid programs. All of the data included in this analysis was gained through the detailed questionnaire sent to the chief state library officer in each state. The response was excellent. As of the date of report preparation, only five states[1] have not responded, and some of these have indicated they will later return a completed questionnaire. Not all states responded to all of the questionnaire items.

Number and Eligibility Status of Public Libraries for Receiving State Aid

In the 42 states responding to questions on number and eligibility status, the data indicates there are slightly more than 8,800 public library units throughout the nation. This count exceeds by 500 the number tabulated in the National Center for Educational Statistics (NCES) survey mentioned earlier. Unlike the NCES survey, however, the questionnaire asked for the number of units, including branches. Also, this count may well include in some states the number of library systems which exist. A regional summary of the number of public library units, as of 1975, follows.

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(1) States which did not respond are: New Hampshire, Delaware, Florida, Oklahoma, and Arizona.

Region	States Reporting	Numbers of Public Library Units	States Not Reporting
New England	5	1,095	New Hampshire
Mideast	4	1,779	Delaware
Great Lakes	5	1,739	
Plains	6	1,599	South Dakota
Southeast	11	1,355	Florida
Southwest	2	417	Okla., Arizona
Rocky Mountains	5	426	
Far West	4	400	
Alaska, Hawaii	0	0	Alaska, Hawaii
	42	8,810	8

Indications are that in most states, most public libraries are eligible, under a variety of procedures, for either or both Federal or state aid. In what appears to be an increasing number of states, the flow of funds and the application for aid is channeled through regional library systems. In fewer states, state and/or Federal aid funds are channeled through counties or municipal jurisdictions. Because of reporting problems and time constraints it is not possible to state precisely how many library units actually received Federal or state aid in 1975. Indications are, however, that a minority, perhaps one third, of library units in reporting states actually received state aid and fewer received Federal aid. It is of course true that not all states have a public library aid program. An analysis of ALA's American Library Laws (1973, with the 1975 Supplement) indicates that 21 states have no statutory aid program. In many states which have no statutory aid program, state and/or Federal funds are distributed under administrative regulations or as a discretionary grant program.

In summary, it is clear that there are a sizeable number of individual public library units in the nation. Many are linked together, either formally or informally, in regional systems. Most are eligible for state and Federal aid, but only a minority actually received such aid in 1975. This may be due to either a lack of a comprehensive state aid system or a lack of adequate funding, or both. It is clear that in many states the aid program is not statutory, but rather is operated on the basis of administrative regulations--either formal or informal. It is fairly well established that Federal aid is administered separately in many states and is distributed on the basis of project by project applications from individual libraries or library systems.

Amount and Type of State and Federal Aid Distributed in 1975

The ultimate goal of LSCA, as described more fully earlier in this report, is to assist the states in the extension and improvement of public library services in areas inadequately served, and/or to increase services to people with special library service needs. It was also pointed out earlier that there are similarities between public library and public education subsidy systems and that a judicially reinforced (Rodriguez, Serrano - Priest, et al) state responsibility existed to overcome disparities in the distribution of educational services arising from differential need and taxing capacity.

Illumination of this issue in terms of public library aid was sought in the survey questionnaire by requesting states to indicate the amounts of both Federal and state aid distributed under various types of systems. Specifically, six different types of aid systems were identified and defined in the questionnaire as follows:

1. Equalization aid - State aid distributed in relation to local fiscal capacity (for example, equalized assessed value) or local fiscal effort (for example, yield of a specified mill levy).
2. Per capita aid - State aid distributed in proportion to population served.
3. Area aid - State aid distributed in proportion to area (square miles) served.
4. Flat grants - State aid distributed in equal dollar amounts per library or library system, sometimes varied by class of library.
5. Partial reimbursement of local expenditure - Payment of a specified portion of local expenditure for specified purposes (for example, operation and maintenance costs; eligible capital project costs).
6. Discretionary aid - Distribution of state funds as determined by the state agency charged with oversight of the public library system.

A catch-all "other" category was added to the list. Table 9 presents a tabulation of the responses.

Table 9

Amount of State-Aid Distributed to Public Libraries, By Type of Aid System and Source of Funds, 1975

Amount of State Aid, FY1975
($000)

Type of Aid System	Total	%	State Sources[1]	%	Federal Sources (Incl. GRS funds)[2]	%
Equalization	$ 8,065	5.9	$ 7,090	7.1	$ 975	2.7
Per Capita	48,887	35.7	44,628	44.5	4,259	11.6
Area Served	10,018	7.3	9,075	9.0	943	2.6
Flat Grants	21,590	15.8	15,279	15.2	6,311	17.3
Reimbursement	8,793	6.4	8,300	8.3	493	1.3
Discretionary	31,927	23.3	11,290	11.2	20,637	56.4
Other	7,694	5.6	4,714	4.7	2,980	8.1
Total	$136,974	100.0	$100,376	100.0	$36,598	100.0

Footnotes

[1] Thirty-two states reported distributions of state source funds, twelve states (including Hawaii) reported no distribution, and six states did not respond.

[2] Thirty-seven states reported distribution of Federal source funds, seven states (including Hawaii) did not distribute such funds, and five states did not respond.

Source: Compiled from survey questionnaires.

Respondents were asked to "indicate the amount of state aid to local public libraries or library systems (including all Federal funds used for state-aid purposes) by type of state-aid system used." Federal funds, for this purpose, were defined to include LSCA, GRS funds and any other Federal monies distributed through the aid system. It was recognized that a state could use more than one type of state aid system, and many responded that they did.

Not all states responded to this question. Thirty-two states reported on the distribution of state-source funds, and twelve reported that they made no state aid payments in 1975. Thirty-seven states reported on the distribution of Federal funds, and seven stated they did not make any distribution of such funds. While the data are not complete for all states, the basic purpose of gaining insight on the state aid system and the amounts distributed under the types of aid defined is served quite adequately.

A total of $137 million in funds from both state and Federal sources was distributed through state aid programs in 1975. This total figure can be compared to the $100.8 million reported as state aid for public libraries by the Bureau of the Census in 1974 (See Table 7). The point is that the survey response to this question obviously reflects the great proportion of state-aid funds. The data make clear that a wide variety of state aid systems are in use within and among the various states. Eighteen of the thirty-two states reporting a distribution of state source funds used two or more types of aid systems simultaneously. A number reported using as many as four or five different systems in combination.

Of the more than $100 million distributed from state sources to local public libraries in 32 states, the greatest portion (45 percent) was expended through a per capita grant system. For an additional 15 percent of aid from state sources, a flat grant system was used. Discretionary grants, based usually on the review and approval of project applications, amounted to 11 percent. Only 7 percent of state aid funds were distributed through an equalization system and reimbursement accounted for an additional 8 percent.

If, in accordance with LSCA objectives, the primary goal of a state aid system is to extend and improve the distribution of public library services - then the reported pattern and use of aid systems raises some questions. The aid systems reported in major use (per capita, flat, discretionary, and area served grant systems) do not normally reflect (1) differential needs for public library services among citizens and local jurisdictions, and (2) differential local tax capacity to support such services. The data show that about 80 percent of state source funds are distributed using one, or a combination of the four indicated systems.

The system used most by states in distributing Federal funds is discretionary grants. Over half (56 percent) of the $36.6 million from this source in 1975 was expended through this means. Flat and per capita grant systems represent an additional 29 percent of Federal source funds. The earlier mentioned concern about the extent to which such grant systems discriminate adequately in accordance with differential needs and tax base capacities of local jurisdictions is relevant here, but there are some special factors which must be considered. The size of Federal source funds to individual states is extremely small (none were reported as exceeding $4 million, and most were well below that level). It is rather futile to utilize a broad-based subsidy system under such circumstances. The other point is that, while a discretionary grant system is difficult to manage and control, potentially at least, it can provide selective "targeting" of funds to areas of special need. Much more detailed research on the basis used in each state to make discretionary grants is required to render any judgment on the degree of effectiveness achieved in the distribution and use of such funds.

In summary, there is some cause for concern over the pattern and use of Federal public library support funds flowing through state aid systems. In many states, there is no clear or close compatability between the LSCA funding objectives and the distributional mechanisms used by the states to support the extension and development of public library services. There is evidence that in many states, crude or highly fragmented funding systems are used. The bulk of both state and Federal source funds are distributed under systems that may not adequately discriminate among recipient jurisdictions and citizens with varying library service needs and local tax resources to support services. Amounts available in many states are so low as to preclude the use of a broad-based, clearly focussed state subsidy system. More research is needed to further evaluate state aid systems.

General Characteristics of State Aid Programs

The survey provided certain other information on the nature of state aid systems, the channels used in distributing aid, the existence of local government or regional library discretion in determining the amount of aid to individual libraries, and the funding methods used by local governments in providing local funding support for public libraries.

The point has been made that state public library support funds flow through a variety of state aid systems and that many states use a combination of systems. Thirty of 38 states described their aid system as being based wholly or partially on a formula or system. Of these 30 states, 13 indicated the formula or system was set forth with state statutes, 13 indicated the source was administrative regulations, and four states reported the source as both statutes and regulations. Twelve of the states reporting the use of a formula or system also reported the use of discretionary grants. The intent of the question was to gain some insight on the kind and degree of state commitment to public library fiscal support by virtue of the authority basis supporting the aid system. The assumption is that a statutory based formula system expresses legislative policy and therefore is a more stable and firm commitment. A regulatory based formula is somewhat less so, and a discretionary system can be affected by a variety of changing factors. The data are by no means conclusive on this score, but the number of formula based systems can be considered a positive sign.

Fourteen of 35 states reporting channeled at least a portion of both state and Federal funds directly to local public libraries. Nine additional states used this direct route only for Federal funds. Twenty-three states channeled some or all of state and Federal funds through regional library systems, six states used county governments as a conduit, and 9 states routed some funds through municipal jurisdictions.

The question was asked whether regional library systems or local governments used as a conduit for state aid could exercise any discretion over the amount of aid received by local public libraries. Twelve of 28 states responding indicated that regional library or local government discretionary power could be exercised over state source funds and 16 states responded negatively. Thirty states responded to the same question regarding Federal source aid funds. Twelve states responded yes and 10 indicated no. Regionalization of library services and the involvement of local jurisdictions, particularly counties, in public library development and support are sound objectives. It is important, however, that the basis for any local discretion over state aid is exercised within guidelines and constraints established in accordance with state-wide library service development objectives. More detailed examination of state aid, systems that permit local discretion is required to evaluate any such guidelines and constraints.

A total of 36 states responded to a question on the funding authority and methods used by local governments in providing local funds to support public libraries. The options from which the method description could be selected were: general budget process, fixed real estate tax levy, discretionary grants, or any other method specified by the respondent. Combinations of these methods were reported by many states. With respect to county and municipal jurisdictions, the great majority of states (27) reported the general budget process was used, usually in conjunction with one of the other methods specified. Seventeen states also reported the use of a fixed real estate tax levy as a method for local public library support. Fourteen states reported that school districts share in local public library funding under one or another of the methods described. In nine states, library districts were reported as having funding responsibility.

Local authority structures and funding methods are complex areas of research. Data gathered in this survey must be viewed as quite limited. It can be stated, however, quite different funding methods are used by county and local jurisdictions, including school and library districts, to provide local public library support. A rather surprisingly large number of states (17) reported the use of a fixed real estate tax levy as a funding method at the local level. This historic method of providing public library support was often designed to insure a continuing basis of support. The traditional lag in real estate tax assessments and their failure to keep pace with rising costs makes this method of providing local support not an unmixed blessing.

V

Impact Of General Revenue Sharing On Public Library Finances
Background and Approach

Introduction

Enactment of the State and Local Fiscal Assistance Act of 1972 added a new dimension to Federal aid. Now, some ten percent of the $60 billion in Federal aid goes out in the form of general revenue sharing with few strings attached and virtually complete flexibility as to how the funds are spent. The states can spend their one-third share of the $ 6 billion general revenue sharing pot as they see fit. Local governments are formally limited in using their two-thirds share to eight priority expenditure categories for operation and maintenance; they can acquire capital facilities and goods for any purpose.

Although categorical grants, such as LSCA, still dominate the Federal grant scene, with the advent of general revenue sharing and block grants such as the Safe Streets Act, the Comprehensive Employment and Training Act (CETA) and the Housing and Community Development Act, Federal aid to state and local governments is slowly, but surely, approaching the three-pronged "balanced" system - categorical aid, block grants and general fiscal support - first envisioned by the Advisory Commission on Intergovernmental Relations in 1967.(1) In light of these developments this evaluation of the effectiveness of Federal funding of public libraries must consider both the impact of general revenue sharing on public libraries and the implications of the recently proposed library block grant--the Library Partnership Act. General revenue sharing is considered in this section; the Library Partnership Act, in an earlier section.

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(1) ACIR, *Fiscal Balance in the American Federal System* (Washington, D. C.: Government Printing Office, October 1967), Report A-31, Vol. 1, p. 5.

There are two reasons why it is essential to assess the true impact of general revenue sharing on public library financing. First, under the original general revenue sharing legislation, "libraries" has been one of the eight priority categories to which local shared revenue for operation and maintenance must be allocated. Thus, the opportunity exists for libraries to obtain financing from this source, and, as will be seen, some public libraries would appear to be receiving shared revenue. Because money is fungible, however, a legitimate question can be raised whether even those libraries that received shared revenue really had more to spend.(1) Moreover, with renewal of revenue sharing, the list of priority categories has been eliminated--precisely because Congress recognized the traceability problem.(2)

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(1) "Fungibility" means simply that once dollars get into the accounts of a government, they cannot be traced and a given amount of shared revenue can simply replace an equal amount of local revenue.

(2) The Act, "State and Local Fiscal Assistance Amendments of 1976," which was signed by the President on October 13, 1976, extends the program through September 30, 1980.

The second reason for assessing the impact of general revenue sharing in the context of this evaluation of Federal funding is overriding: the argument that general revenue sharing would more than replace any losses public libraries might suffer if LSCA were discontinued.

A cursory glance at the revenue sharing figures would appear to support this argument. After all, according to reports submitted to the U.S. Treasury Department by state and local government officials, the amounts of revenue sharing funds allocated to public libraries during fiscal years 1974 and 1975 far exceed the annual appropriations under all titles of LSCA in recent years. Shared revenue allocated to libraries by states and localities amounted to $82 million in 1974 and $95 million in 1975.(1) Of those amounts, the great bulk--$76 million in 1974 and $91 million in 1975--was reported by local governments. The states spent only $6 million in 1974 and $3½ million in 1975 of their revenue sharing entitlements on libraries.

The $76 million allocated to local libraries in 1974 was 1.8 percent of the total shared revenue allocated for all purposes that year. This accords fairly well with the place of public libraries in the present scheme of local financing for priority categories--expenditure for public libraries was about 1.6 percent of local expenditure for all priority expenditure functions in fiscal 1973-74. Moreover, the $76 million was larger relative to local library expenditure in 1973-74 (about 8 percent) than was the total $4 billion local shared revenue entitlement relative to all expenditure of eligible local governments--counties, municipalities and townships (about 5 percent).(1) Thus, the reported data suggest that libraries have fared somewhat better than other local government programs in obtaining GRS funds.

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(1) Department of the Treasury, Office of Revenue Sharing, General Revenue Sharing: Reported Uses 1973-1974 (Wash., D.C., Feb., 1975); and Reported Uses of General Revenue Sharing Funds 1974-75 (Wash., D.C., Feb. 1976).

The need is to get behind these reported figures. On the surface, there is no reason to doubt that the amounts of revenue sharing funds reported to the U.S. Treasury Department as allocated to libraries were actually expended for that purpose. The fact is, however, there is no maintenance of effort provision in the revenue sharing act (State and Local Fiscal Assistance Act of 1972.) It is quite possible, therefore, for revenue sharing funds allocated to any particular function to simply substitute for local financing of that function. In other words, revenue sharing funds for operation and maintenance can be used to maintain the customary level of expenditures and at the same time avoid increasing local taxes to do so. For many fiscally hard-pressed municipalities revenue sharing could be used to avoid or mitigate service cutbacks. In the case of revenue sharing funds allocated for capital outlay, such monies could have been used to avoid or reduce new borrowing.

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(1) These are rough estimates based on national aggregate data in U.S. Bureau of the Census, Governmental Finances 1973-74.

The following sections will attempt to identify and quantify these substitution effects in an effort to determine, first, the overall impact of general revenue sharing on local finances and , second, the extent to which GRS funds have had a real impact on public library finance.

The Approach to Determining Real Impact

Concern with the real impact of revenue sharing has been apparent from the inception of the program.

The official reports to the Treasury Department require recipients to check off a number of items regarding substitution effects, but without any quantification. The responses, then, provide only a very general impression regarding the use of shared revenue for tax or borrowing stabilization.

Two other studies have gone into the substitution question quite extensively, but they do not provide specific answers to the question of impact on public library financing.

The Survey Research Center, University of Michigan surveyed all the state governments and a large sample of local governments. The Center asked a series of questions revolving around two basic issues:

1) In the absence of GRS would operating expenditures have been lower during fiscal year 1974(75) (in this jurisdiction)?

2) In the absence of GRS, would capital expenditures have been lower during fiscal year 1974(75) (in this jurisdiction)?

The follow-up questions dealt with the extent to which taxes and/or borrowing would have been increased in the absence of GRS.

The Brookings Institution has been conducting an ongoing "revenue sharing monitoring" study since 1973 in 57 localities and 8 states, using local experts ("Brookings Associates") to assess revenue sharing. Through interviews and by reference to budgets and financial reports, the Brookings Associates attempted to determine the extent to which amounts of shared revenue allocated to each priority function were actually used for new spending.

The Treasury, Michigan and Brookings studies were examined for evidence regarding the overall fiscal impact. Nine of the communities in the Brookings study were also looked at for corroborative evidence concerning our statistical analysis of actual library expenditure data.

Determining the real impact on library finance requires a different approach from either the Michigan or the Brookings studies. The premise is that a comparison of library expenditures for operation and maintenance for the last year before infusion of revenue sharing funds (1971-72) with comparable data for the first year(1) after distribution of GRS funds (1973-74), will yield conclusions showing the real impact of revenue sharing on library finance.

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(1) Because distribution of GRS funds began late in 1972, the FY 1972-73 was rejected for purposes of this analysis.

Ideally, this approach would require such analysis for all 39,000 recipient governments--a task for which resources are not available. It was possible, however, to examine data for all (480) municipalities with populations of more than 50,000 and all (312) counties with populations of 100,000 or more and to select those jurisdictions which, according to their official use reports, allocated at least 5 percent of their shared revenue to public libraries in 1973-74, entirely or substantially for operation and maintenance. A total of 26 municipalities and 22 counties met this criterion.(1) To relate our findings to the Brookings findings, we included three additional municipalities that allocated less than 5 percent. It is significant that these 51 municipalities and counties accounted for about half ($23.6 million) of the $45.5 million shared revenue that was reported as allocated for library operation and maintenance in 1973-74.

The fiscal impact estimate for library operation and maintenance expenditure is based on (1) computing the percent change between 1971-72 and 1973-74 and (2) comparing this with a "normal" percent change for this same period. To the extent the actual percent change exceeds the "norm," the difference is the actual impact, up to the amount of shared revenue that was allocated. If the actual change is less than the "norm," it is presumed that the shared revenue replaced local funds for libraries (which then were used either for other expenditure purposes or for tax stabilization).

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(1) Two others that also met this criterion were omitted: Royal Oak, Mich., because 1973-74 Census data were not available; and Lorain, Ohio, which, although it reported allocating $76 thousand (10.3% of its entitlement) to library operations actually expended the money to rehabilitate an old library building for use as a community center.

For purposes of establishing the "normal" increase, the Bureau of Census reported national average--20 percent over the two year period, or an average annual increase of about 10 percent--was applied to library operation and maintenance expenditures.

Overall Fiscal Impact

Official Use Reports

There is evidence in the official Treasury Department reports on the uses of revenue sharing funds that both tax and borrowing stabilization effects occurred. In response to questions on the overall fiscal impact of revenue sharing funds on their taxes, considerable numbers of local governments indicated for 1973-74, that they were able to either: reduce taxes (4 percent of some 42,000(1) responses), prevent tax increases (35 percent); prevent enactment of new taxes (27 percent); and maintain current tax levels (34 percent).(2) In regard to indebtedness, 84 percent of some 13,000(1) responses indicated they were able to avoid some issuance of new debt and 16 percent said they were enabled to reduce some of their outstanding debt by allocating revenue sharing funds to capital outlay.(3) Similar responses were elicited in the Actual Use Reports regarding the 1974-75 revenue sharing entitlements.(4)

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(1) Because each respondent could give more than one response to the questions on tax or debt substitution effects, the number of responses exceeds the number of local governments actually responding to those questions.

(2) Op. cit., 1973-74, p. 43.

(3) Ibid, p. 44.

(4) Op. cit., 1974-75, pp. 34 and 35.

The two previously mentioned independent studies of the impact of revenue sharing on state and local governments provide more precise data on the substitution effect.

University of Michigan Study

The Survey Research Center (SRC) at the University of Michigan conducted a survey of the states and some 800 counties and municipalities, under the auspices of the National Science Foundation, to provide an assessment of the impact of general revenue sharing.(1) This study concludes that less than half as many communities indicated that revenue sharing had a tax stabilization or borrowing stabilization effect than appears from the Treasury Department use reports (Table 10). While about 70 percent of the responses by municipalities and counties on the official use reports for fiscal 1974 indicated some tax stabilization effect, the SRC study estimates that only 29 percent of all municipalities and counties used revenue sharing for that purpose. The highest percentages appear in both studies for municipalities with populations between 100,000 and 300,000. In regard to borrowing stabilization, the SRC study estimated that only 14 percent of the municipalities used shared revenue for that purpose, compared to about double that percentage, as reported to the Treasury.

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(1) National Science Foundation, Research Applied to National Needs, The Economic and Political Impact of General Revenue Sharing (Washington, D.C.: U.S. Government Printing Office, April 1976).

Table 10

Fiscal Impact Estimates from University of Michigan Research Center Survey Responses Compared to Official Use Reports, FY1974 (percentages)

	Weighted Percent Reporting Some			
	Tax Stabilization		Borrowing Stabilization	
Type of Unit	Survey (Finance Officers)	Use Reports*	Survey (Finance Officers)	Use Reports
Municipalities				
300,000 +	14.1	83.4	1.1	9.9
100,000-299,999	60.9	90.6	18.8	12.0
25,000-99,999	35.4	72.2	17.1	26.6
10,000-24,999	26.7	67.0	12.7	30.7
2,500-9,999	34.1	68.7	23.0	40.5
Under 2,500	22.1	65.4	14.4	38.5
Townships 9,000 +	33.2	74.7	19.3	42.3
Townships < 9,000	13.1	56.2	13.5	23.6
Counties				
500,000 +	32.7	70.1	25.2	18.1
100,000-499,999	29.6	73.8	20.4	41.2
Under 100,000	20.3	57.0	9.2	38.3
Total	29.3	69.6	14.2	27.8

*Official Use Report data were obtained from the Office of Revenue Sharing tape.

Source: National Science Foundation, Research Applied to National Needs, Economic and Political Impact of General Revenue Sharing (Washington, D.C.: U.S. Government Printing Office, April 1976), p. 34

Brookings Study

The Brookings Institution has been monitoring general revenue sharing in 56 local governments, one Indian Tribe and eight states. One objective of this effort is to measure the "net fiscal effect" of general revenue sharing on the various priority expenditure categories. This was done by comparing the portion of revenue sharing funds allocated to each category with the portion of revenue sharing funds that was actually spent or budgeted for new capital facilities, for expanded operations and for increased pay and benefits.(1) The estimates of "net fiscal effect" were made by local investigators thoroughly familiar with the accounts and budgets of the communities to which they were assigned.

In analyzing the net fiscal effect of the overall revenue sharing allocation by its sample jurisdictions, Brookings distinguishes three categories of "new spending" and five categories of "substitutions". Depending on how the net effects data are averaged, substitutions accounted for 42.5 percent, on an unweighted basis, and more than two-thirds on a weighted basis, of the amounts the sample jurisdictions allocated out of their first three revenue sharing entitlements (Table 11).

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(1) Richard P. Nathan, Allen D. Manvel, Susannah E. Calkins and Associates, Monitoring Revenue Sharing (Washington, D.C.: The Brookings Institution, 1975), Chap. 8.

Table 11

Mean Percentages of Shared Revenues Allocated by the Local Sample Jurisdictions (Brookings Sample), by Type of Net Fiscal Effect

Net Fiscal Effect	Unweighted Mean Percentage	Weighted Mean Percentage
New Spending	57.5	31.4
New capital	46.0	26.5
Expanded operations	10.7	2.9
Increased pay and benefits	0.8	2.0
Substitutions	42.5	68.6
Restoration of federal aid	0.3	0.9
Tax deductions	3.5	7.1
Tax stabilization	13.8	33.3
Program maintenance	12.6	11.8
Avoidance of borrowing	9.5	14.4
Increased fund balance	2.7	1.1
Other	0.1	--

Source: Nathan, Manvel, Calkins and Associates, Monitoring Revenue Sharing, (Washington, D. C.: The Brookings Institution, 1975), pp. 193 and 199.

The unweighted mean, which gives equal weight to all jurisdictions regardless of size, is, in effect, an accounting of revenue sharing decisions; the weighted mean is an accounting of how revenue-sharing dollars are allocated and therefore gives extra weight to the decisions made by the larger jurisdictions. By this latter reckoning, one-third of the revenue sharing dollars allocated by the Brookings-monitored local communities from their first three entitlements went for tax stabilization and almost 15 percent, for borrowing stabilization (avoidance of borrowing).

Impact on Public Libraries

State Revenue Sharing

According to the actual use reports submitted to the Treasury Department, state and local governments allocated $82.3 million of their 1973-74 revenue sharing entitlements to public libraries. Of this amount, $6.3 million was allocated by the state governments and $76 million, by counties and municipalities (including townships).

Only 7 states reported any revenue sharing allocations to public libraries, and of the $6.3 million so allocated by them, $4.5 million was attributed to North Carolina, $1 million to Georgia, and minor amounts, to Colorado, Hawaii, Minnesota, Ohio and Oklahoma.

The questionnaire survey carried out as a part of this study was directed to chief state library officers and elicited data on state library expenditure by source of financing. Several additional states indicated having expended revenue sharing funds for public libraries. Missouri, for example, reported spending in fiscal 1974, $539 thousand for state aid to local libraries from revenue sharing, while the amount of LSCA funds passed on to local libraries was reduced by a similar amount.

Colorado, according to its GSS survey response also replaced some LSCA funds with revenue sharing. According to the Brookings Institution Associate assigned to Colorado, it has been a matter of policy in Colorado to use revenue sharing as a replacement for reduced categorical grants. Mississippi enacted a new program in 1975, under which it started to distribute shared revenue in the form of project grants for construction and rehabilitation of public library buildings.(1)

Local Revenue Sharing

The $76 million of local shared revenue allocated to public libraries in 1973-74 was 1.8 percent of the total received by localities for that period (Table 12). There was considerable interstate variation in the portion of shared revenue localities allocated for libraries--from 0.2 percent in Indiana to 8.4 percent in Oregon.

Those two states also ranked lowest and highest when shared revenue is related to total local expenditure for public libraries--0.6 and 44.5 percent, respectively, compared to a national average of 7.8 percent. Significantly, in Indiana and Ohio, where local libraries are administered predominantly by special library districts and by school districts, the library revenue sharing allocation relative to library expenditure was far the smallest--0.6 percent in Indiana and 2.0 percent in Ohio. Special districts and school districts are not eligible recipients of shared revenue, so that in Indiana and Ohio, and to some extent in Missouri, libraries must depend on local governments to which they have no political attachment to get a piece of the revenue sharing action.

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(1) Mississippi Laws of 1975, H.B. 1101.

As has been noted, the actual use allocations tell little about the real impact of revenue sharing on libraries--or on any local function, for that matter. The data in Table 12, however, do provide some intuitive indication that there must have been considerable replacement of locally raised funds by shared revenue in the library field. For example, the average 7.8 percent relationship of revenue sharing to local library expenditure comes close to recent average annual increases in total local library expenditure. In 21 states, the ratio of library shared revenue to library expenditure is more than 10 percent and in seven of them, the ratio exceeds 20 percent. It is hardly likely that library expenditure would have been increased by such amounts on top of the regular increases that local taxpayers have tolerated from their own revenue sources.

Table 12

Local General Revenue Sharing Allocated for Local Public Library Expenditures, by State and Region 1973-74

State and Region	Amount ($000)	Percent of Total GRS	Percent of Local Library Expenditure	Local Library Expenditure ($000)
United States	$76,020	1.8	7.8	$971,873
New England:				
Maine	394	1.7	11.3	3,487
New Hampshire	185	1.7	6.9	2,688
Vermont	213	1.8	14.2	1,500
Massachusetts	2,738	2.2	6.8	40,472
Rhode Island	151	0.7	4.0	3,757
Connecticut	1,507	2.6	6.6	22,946
Mideast:				
New York	9,547	1.9	6.1	157,431
New Jersey	1,341	0.9	2.5	53,025
Pennsylvania	7,521	3.6	20.6	36,465
*Delaware	473	4.0	42.5	1,112
*Maryland	2,043	2.0	7.4	27,522
Great Lakes:				
Michigan	2,549	1.5	6.1	42,020
Ohio	1,220	0.7	2.0	60,993
Indiana	157	0.2	0.6	27,706
Illinois	2,388	1.2	4.8	50,267
Wisconsin	2,682	2.4	11.4	23,432
Plains:				
Minnesota	1,250	1.5	6.5	19,103
Iowa	847	1.7	9.0	9,374
Missouri	612	0.8	3.8	16,000
North Dakota	140	0.8	8.5	1,638
South Dakota	140	0.9	5.8	2,391
Nebraska	493	1.6	10.3	4,767
Kansas	471	1.3	5.8	8,066
Southeast:				
*Virginia	1,643	2.2	8.1	20,221
West Virginia	794	2.4	10.0	2,660
*Kentucky	1,060	1.7	19.2	5,522
Tennessee	2,380	2.7	23.1	10,320
North Carolina	2,865	2.7	27.8	10,304
South Carolina	1,029	2.0	17.1	6,002
Georgia	464	0.6	4.2	11,018
*Florida	1,148	1.1	5.6	20,386
*Alabama	1,521	2.1	18.5	8,189
Mississippi	631	1.0	9.2	6,879
Louisiana	1,618	1.8	12.2	13,278
Arkansas	775	1.9	18.2	4,265
Southwest:				
*Oklahoma	465	1.0	5.8	7,955
Texas	4,888	2.4	17.4	28,094
New Mexico	383	1.7	14.9	2,567
*Arizona	725	1.6	8.3	8,787
Rocky Mountain:				
Montana	633	4.3	24.6	2,574
Idaho	202	1.3	8.2	2,460
Wyoming	207	3.2	10.9	1,895
*Colorado	608	1.3	5.5	11,028
Utah	752	2.5	12.0	6,285
Far West:				
*Washington	1,810	3.5	7.7	23,281
Oregon	3,571	8.4	44.5	8,019
Nevada	87	0.8	4.0	2,177
California	6,464	1.5	5.2	124,011
*Alaska	223	4.6	15.9	1,399
Hawaii	--	--	--	--

Source: GRS amounts from data tape of official use reports, 1973-74. Library expenditure data from GSS survey, except for states marked with an asterisk (*) for which data were obtained from the Governments Division, Bureau of the Census.

In response to the GSS survey, a number of states have provided data on the real disposition of shared revenue for libraries. Reporting on all shared revenue allocated to libraries through March 1974, Massachusetts noted:

> "Revenue sharing monies benefitted only sixty-seven of the public libraries. Of those sixty-seven libraries which reported receiving funds, almost fifty percent indicated that this money was merely used to replace previous local support."(1)

According to a Pennsylvania report, of $16.6 million shared revenue allocated to libraries from the inception of the program through fiscal year 1974, $10.8 million--almost two thirds--replaced local funds. The record for 1975 in Pennsylvania, however, appears considerably better--about three-fourths of the shared revenue allocated to 109 libraries was considered to be "new monies."

The number of libraries to which shared revenue is allocated is also indicative of the impact. A 1974 survey of the American Library Association indicated that only 1,370 libraries (14 percent of a total of 9,478) had received some revenue sharing funds.(2) In terms of recipient governments, 167 municipalities with 1970 populations of 50,000 and over (about one-third of the total number in this size class) reported allocating some shared revenue to libraries; 101 counties with populations of more than 100,000 (also about one-third of the 312 in this size class) reported allocating some shared revenue to libraries.(1)

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(1) Massachusetts Bureau of Library Extension, "Revenue Sharing in Massachusetts Public Libraries," Publication No. 6979, June 21, 1974.

(2) Statement of Eileen D. Cook, Associate Executive Director, American Library Association, before the Subcommittee on Labor-HEW Appropriations of the House Appropriations Committee, 3/20/75.

Impact on Current Operation and Maintenance

To quantify the actual impact of revenue sharing on public library finances requires analyzing data for individual communities that provide library services. As previously described, a fairly accurate estimate of impact can be developed in regard to operation and maintenance expenses by comparing actual library operating expenditures for 1972 with such expenditures for 1974. To the extent that the two-year increase in such expenditure was above normal for any particular community, the incremental gain can be attributed to revenue sharing.(2) The analysis must be limited to operating expenses (i.e., excluding capital outlay) to avoid erratic changes caused by capital expenditures. Moreover, shared revenue amounts allocated to capital outlay in any particular fiscal year are not necessarily expended during that year.

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(1) From ORS Actual Use data tape for 1973-74.

(2) See earlier section of this chapter for a fuller description of methodology.

As stated earlier, a comprehensive GRS impact analysis would require applying this kind of analysis to every one of the 39,000 local recipients of general revenue sharing funds -- an undertaking that is beyond the scope of this study. The screening procedure used in this study identified 51 municipalities and counties which have indicated that they allocated substantial portions of their 1973-74 entitlements to library operation and maintenance. Collectively, these jurisdictions allocated $23.6 million of their 1973-74 entitlements for library operation and maintenance, about half of the $45.5 million so allocated by all local governments (Tables 13 and 14).

Nationally, current operation expenditure of local governments for public libraries rose 20.2 percent between 1971-72 and 1973-74 -- an average annual increase of about 10 percent.(1) Thus, 20 percent was used as the "normal" increase in library operation expenditure for the two-year period. The "GRS effect" figures in the last column of

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(1) Based on published Census data in Governmental Finances in 1974 and 1972 Census of Governments, Vol. 4, No. 5. Unpublished capital outlay figures for those years were drawn from Census records and deducted from published totals to arrive at "current operation expenditure."

Table 13

General Revenue Sharing (GRS) Allocated for Public Library Operation and Maintenance (O&M) in Relation to Local Library Expenditure for Current Operation, Selected Municipalities and Counties, 1973-1974, with 1971-1972 Expenditure Comparison

	GRS Allocated to Library O&M, 1973-74			Expenditure for Library Current Operation			
Jurisdiction	Amount ($000) (1)	% of GRS Allocation (2)	% of 1973-74 Library O&M Expenditure (3)	Amount ($000) 1973-74 (4)	Amount ($000) 1971-72 (5)	% Increase or Decrease (-) 1972 - 1974 (6)	Estimated GRS Effect* on Library O&M Expenditure ($000) (7)
Municipalities:							
*Los Angeles, Cal.	341[1]	0.6[1]	2.0	17,146	13,212	29.8	341
Philadelphia, Pa.	2,603	5.1	21.3	11,152	9,849	13.2	-
*Baltimore City, Md.	410	1.2	6.8	6,032	6,299	-4.2	-
Milwaukee, Wis.	1,070	5.4	19.1	5,609	5,054	11.0	-
*Phoenix, Ariz.	268	2.6	9.2	2,907	1,968	47.7	268
Seattle, Wash.	266[2]	9.7[2]	5.6	4,724	3,815	23.8	146
Spokane, Wash.	251[3]	9.7[3]	25.6	979	999	-1.0	-
*Little Rock, Ark.	150[4]	7.3[4]	40.7	369	313	17.9	-
Smithtown, N. Y.	81	19.1	11.0	738	703	5.0	-
Pasadena, Cal.	123	11.2	8.1	1,527	1,270	20.2	3
Cedar Rapids, Ia.	87	13.8	21.2	410	416	-1.6	-
Duluth, Minn.	61[5]	5.2	10.9	558	368	51.6	61
Cambridge, Mass.	228	7.7	28.2	809	597	35.5	93
Woodbridge, N. J.	154	10.1	15.5	992	818	21.3	10
Arlington, Tex.	173	20.7	34.7	498	383	30.0	36
Pasadena, Tex.	73	8.5	32.9	222	186	19.4	-
Quincy, Mass.	242	8.5	43.6	555	690	-20.4	-
Reading, Pa.	206	9.4	64.5	319	270	18.1	-
*Eugene, Ore.	75[6]	4.2[6]	16.9	445	322	38.2	59
Salem, Ore.	148	5.8	36.6	404	220	83.6	140
New Trier Twp. Ill.	13	14.7	100.0	13[7]	--	N.C.	13
Ontario, Cal.	46	6.5	11.0	417	368	13.3	-
High Point, N. C.	356	15.3	121.5	293	242	21.1	3
Bellevue, Wash.	290	55.3	83.8	346	318	8.8	-
Gadsden, Ala.	168	8.5	91.3	184	169	8.9	-
Brookline, Mass.	93	9.3	10.7	866	735	17.8	-
Arlington, Mass.	162	9.3	30.7	527	471	11.9	-
West Haven, Conn.	242	21.3	100.0	242	215	12.6	-
Shaumberg Twp., Ill.	35	26.2	100.00	35[7]	--	N.C.	35
Subtotal, Municipalities	8,415	XXXX	14.2	59,318	50,270	18.0	1,210

Table 13 (Continued)

Jurisdiction	GRS Allocated to Library O&M, 1973-74			Expenditure for Library Current Operation			Estimated GRS Effect on Library O&M Expenditure ($000)
	Amount ($000)	% of GRS Allocation	% of 1973-74 Library O&M Expenditure	Amount 1973-74	($000) 1971-72	% Increase or Decrease (-) 1972 - 1974	
ounties	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Allegheny, Pa.	2,185	14.9	101.2	2,160	2,000	8.0	-
Erie, N. Y.	6,204	33.2	82.0	7,569	5,993	26.3	377
Tarrant, Tex.	159	6.0	86.9	183	181	1.1	-
Multnomah, Oreg.	3,018	34.6	100.0	3,018	2,872	5.1	-
Onondaga, N. Y.	580	8.8	85.3	680	65	946.2	524
Genessee, Mich.	55[8]	4.8	8.4	653	574	13.8	-
New Castle, Del.	382	6.5	79.3	482	290	66.2	134
Lancaster, Pa.	194	8.4	111.5	174	137	27.0	10
Erie, Pa.	190	12.1	106.1	179	132	35.6	21
Ingham, Mich.	100	6.1	39.8	251	254	-1.2	-
Washtenaw, Mich.	120	11.3	70.2	171	188	-9.1	-
Caddo, La.	75	13.0	19.4	386	416	-7.2	-
Dauphin, Pa.	100	6.2	91.7	109	65	67.6	31
Forsyth, N. C.	584	16.1	60.1	972	737	31.9	88
Cambria, Pa.	231	16.0	100.0	231	260	-11.1	-
Jackson, Mich.	92	14.7	33.3	276	104	65.4	92
Blair, Pa.	50	7.7	76.9	65	42	54.8	15
Butler, Pa.	38	5.6	131.0	29	26	11.5	-
Tuscaloosa, Ala.	175	11.8	82.2	213	134	59.0	52
Harford County, Md.	315	19.6	100.0	315	242	30.2	25
Prince William, Va.	298[9]	13.4[9]	98.3	303	213	42.3	46
Anderson, S. C.	61	9.0	30.0	203	206	-1.5	-
Subtotal, Counties	15,206	XXXX	81.7	18,622	15,131	23.1	1,415
TOTAL	23,621	XXXX	30.3	77,940	65,401	19.2	2,625

NOTE: Municipalities and counties are listed in population-size order. Jurisdictions marked with an asterisk (*) are taken from the Brookings' sample.

N.C. -- Not computed.

[1] Los Angeles allocated $647 thousand (1.1% of its total entitlement) to libraries, of which $106 thousand was for capital outlay.

[2] Seattle allocated $281 thousand (10.2% of its total entitlement) to libraries, of $15 thousand was for capital outlay.

[3] Spokane allocated $266 thousand (10.3% of its total entitlement) to libraries, of which $15 thousand was for capital outlay.

[4] Little Rock allocated $250 thousand (12.2% of its total entitlement) to libraries, of which $100 thousand was for capital outlay.

[5] Duluth allocated $96 thousand (6.1% of its total entitlement) to libraries, of which $35 thousand was for capital outlay.

[6] Eugene allocated $107 thousand (5.9% of its total entitlement) to libraries, of which $32 thousand was for capital outlay.

[7] Grant for library purposes to municipalities located within the township area.

[8] Genessee County allocated $103 thousand (9.9% of its total entitlement) to libraries, of which $48 thousand was for capital outlay.

[9] Prince William County allocated $488 thousand (22.0% of its total entitlement) to libraries, of which $190 thousand was for capital outlay.

SOURCE: Revenue sharing data from official use data tape. Library operation expenditure data from unpublished data made available by the Governments Division, Bureau of the Census.

Table 14

Revenue Sharing Funds (GRS) Allocated for Public Library Capital and Operating Expenditures by Municipalities and County Governments, FY1973-74

(Dollar amounts in thousands)

	Revenue Sharing Funds Allocated					% Library GRS Funds of Total GRS Payment
		Operating & Maint.		Capital		
	Total	Amount	% of Total	Amount	% of Total	
UNITED STATES	$76,024	$45,498	59.8%	$30,526	40.2%	1.8%
Alabama	1,521	919	60.4	602	39.6	2.1
Alaska	223	219	98.2	004	1.8	4.6
Arizona	725	384	53.0	341	47.0	1.6
Arkansas	775	232	29.9	543	70.1	1.9
California	6,464	1,401	21.7	5,063	78.3	1.5
Colorado	607	272	44.8	335	55.2	1.3
Connecticut	1,507	1,051	69.7	456	30.3	2.6
Delaware	473	463	97.9	010	2.1	4.0
Florida	1,148	248	21.6	900	78.4	1.1
Georgia	464	249	53.7	215	46.3	0.6
Hawaii[1]						
Idaho	202	039	19.3	163	80.7	1.3
Illinois	2,388	1,033	43.3	1,355	56.7	1.2
Indiana	157	018	11.5	139	88.5	0.2
Iowa	847	412	48.6	435	51.4	1.7
Kansas	471	064	13.6	407	86.4	1.3
Kentucky	1,059	500	47.2	559	52.8	1.7
Louisiana	1,618	580	35.8	1,038	64.2	1.8
Maine	394	260	66.0	134	34.0	1.7
Maryland	2,043	2,028	99.3	015	0.7	2.0
Massachusetts	2,738	1,933	70.6	805	29.4	2.2
Michigan	2,549	1,248	49.0	1,301	51.0	1.5
Minnesota	1,250	442	35.7	808	64.3	1.5
Mississippi	631	334	53.0	297	47.0	1.0
Missouri	612	079	12.9	533	87.1	0.8
Montana	637	095	14.9	542	85.1	4.3
Nebraska	493	128	26.0	365	74.0	1.6
Nevada	087	081	93.1	006	6.9	0.8
New Hampshire	186	085	45.7	101	54.3	1.7
New Jersey	1,341	903	67.3	438	32.7	0.9
New Mexico	383	039	10.2	344	89.8	1.7
New York	9,547	8,700	91.1	847	8.9	1.9
North Carolina	2,865	1,496	52.2	1,369	47.8	2.7
North Dakota	140	057	40.7	083	59.3	0.8
Ohio	1,228	244	19.9	984	80.1	0.7
Oklahoma	466	058	12.4	408	87.6	1.0
Oregon	3,571	3,315	93.8	256	6.2	8.4
Pennsylvania	7,521	7,120	94.7	401	5.3	3.6
Rhode Island	151	146	96.7	005	3.3	0.7
South Carolina	1,029	315	30.6	714	69.4	2.0
South Dakota	140	075	53.6	065	46.4	0.9
Tennessee	2,380	1,139	47.9	1,241	52.1	2.7
Texas	4,888	1,707	34.9	3,181	65.1	2.4
Utah	752	074	9.8	678	90.2	2.5
Vermont	213	151	70.9	062	29.1	1.8
Virginia	1,643	613	37.3	1,030	62.7	2.2
Washington	1,810	1,424	78.7	386	21.3	3.5
West Virginia	794	477	60.1	317	39.9	2.4
Wisconsin	2,682	2,525	94.1	157	5.9	2.4
Wyoming	206	118	57.9	088	42.1	3.2
Puerto Rico						

Source: GRS tape of General Revenue Sharing Actual Use Report for Municipalities and Counties.

(1) Public libraries are operated at the state level in Hawaii.

Table 13 represent the difference between the 1974 expenditure for current operation and the amount that would result from raising the 1972 amount by 20 percent -- up to the amount of revenue sharing actually allocated for library operation and maintenance (Column 1, Table 13).

The data for the 51 jurisdictions listed in Table 13 show clearly the substitution effect of revenue sharing. Only $1,210 thousand -- less than 15 percent of revenue sharing allocated to library operation and maintenance by the 29 municipalities in our sample actually went for increased expenditure. The 22 counties in our sample allocated $15.2 million for library operations (about two-thirds of the $23 million so allocated by all counties, but only $1,415 thousand (9.3 percent) went for increased spending. For all 51 municipalities and counties analyzed in Table 13, only $2.6 million could be attributed to increased library operation and maintenance expenditure -- only 11 percent of the $23.6 million of the revenue sharing entitlements allocated by those governments to library operation and maintenance expenditure. The remaining $21 million simply offset local (or state and federal) funds that might otherwise have gone to library operations.

The most obvious cases of substitution are those communities, including almost all of the counties, where the revenue sharing allocation for library operations was a tremendous portion of library operation expenditure for 1974. In nine of the communities the revenue sharing allocation actually equalled or exceeded current operation expenditure for 1974, yet only in High Point, North Carolina, Harford County, Maryland, and Erie and Lancaster Counties, Pennsylvania was there any apparent increase in library operation expenditure -- and the increases were minimal.(1)

The two Illinois townships in Table 13 (Shaumberg and New Trier) do not themselves operate libraries. Instead, they chose to share substantial portions of their shared revenue entitlements with municipal libraries located within their geographic boundaries. A number of other townships in Illinois have used portions of their subsequent entitlements (5th, 6th, and 7th entitlements) in a similar manner. Some, like Worth Township (in the Chicago metropolitan area), distribute shared revenue to libraries on a per capita basis.(2) Townships obtained broadened spending authority from the Illinois legislative to enable them to do this.

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(1) In four Pennsylvania counties, the amount of shared revenue allocated to library operation and maintenance exceeded the amount of library O & M expenditure reported by Census for 1973-74 because the two amounts relate to different fiscal periods. While the shared revenue amounts are for the period July 1, 1973-June 30, 1974, the expenditure amounts in those counties are for their fiscal periods that correspond to the calendar year 1973 (i.e., ending Dec. 31, 1973). In the case of High Point, North Carolina, which has a July 1, 1973-June 30, 1974 fiscal year (corresponding to the shared revenue fiscal period), we can only conclude that only a portion of the $356 thousand reported as allocated for library O & M was actually spent for that purpose (some may have been spent for capital outlay).

(2) Suburban Library System News (Burr Ridge, Ill. 60521), Vol. 10, No. 4, May 1976.

The 51 municipalities covered by this analysis are among the larger ones -- municipalities and townships with populations over 50,000, and counties, over 100,000. The extent to which the largest communities tend to substitute revenue sharing funds for their own revenue sources is no indication of the situation in smaller communities. It is generally the large cities and counties that face fiscal problems, and the more critical the situation, the more likely that revenue sharing is absorbed into the community's budget. Still, as has been noted, the 51 municipalities and counties on our sample account for about half of the shared revenue allocated to library operation and maintenance expenditure.

The Brookings Study provides some corroboration of our findings in regard to the extensive substitution effect of shared revenue allocated to library operation and maintenance expenditure.

Only 18 of the localities in the Brookings sample indicated that they allocated some of their 1974 (4th entitlement) revenue sharing funds to libraries, and of these, nine of the larger communities said they used substantial amounts for that purpose.(1) Of those nine, only two -- Phoenix and Eugene -- actually reported any "net fiscal effect", as defined above, from revenue sharing and only Phoenix showed a larger net fiscal effect than its actual use percentage (Table 15). Although Harford County, Maryland appears to have used some of its revenue sharing funds for library construction, according to the Brookings study, the amount it reported in its actual use report went to maintain its current service level.

Jacksonville, Florida is an interesting case. In its actual use report for 1973-74 it reported allocating all of its revenue sharing ($4.2 million) to capital outlay, including only $500 for public libraries. (According to the Brookings researcher, however, Jacksonville allocated $858 thousand to library capital outlay -- about 20 percent of its 1973-74 entitlement.) Apparently Jacksonville's municipal electric plant ordinarily derives sufficient net income from its operations to contribute substantial amounts to the city's operating budget. However, because of the tremendous increase in the cost of fuel (the 1974

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(1) See earlier section for a description of the Brookings methodology.

Table 15

Comparison of Revenue Sharing Allocations to Libraries (Actual Use Reports) and New Spending for Libraries from Revenue Sharing (Net Fiscal Effect Brookings Field Research Estimates), 1973-1974, 9 Communities

Community	Actual Use Percentage	Brookings Net Fiscal Effect Percentage
Phoenix, Ariz.	2.6%	4.7%
Little Rock, Ark.	12.2	--
Los Angeles, Calif.	1.1	--
Jacksonville, Fla.	20.5	--
Baton Rouge, La.	4.7	--
Baltimore City, Md.	1.2	--
Harford County, Md.	19.6	*
Hamilton County, Ohio	11.0	--
Eugene, Ore.	5.8	3.1

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*All new capital expenditure from revenue sharing but no breakdown available. Some of the capital outlay reported for fiscal 1974 ($537 thousand) was for libraries. It should be noted, however, that the amount reported as being allocated for libraries on the actual use report ($315 thousand), was purportedly for operation and maintenance.

Source: The Brookings Institution, unpublished data from the revenue sharing monitoring project.

energy crunch), the contribution was reduced drastically. To offset this revenue loss, the entire $858 thousand of general revenue sharing was used for the general operating budget. This, of course, is an example of how a community faced with a fiscal crisis can use general revenue sharing to help avert disaster!

Six of the communities listed in Table 13 are also included on the Brookings sample (see Table 14).(1) As has been noted, according to the Brookings analysis, only Phoenix and Eugene evidenced a net fiscal effect for libraries. Our analysis is consistent with those findings: the entire $268 thousand allocated by Phoenix appears to have gone for increased library operation and maintenance expenditure, as did a portion of Eugene's allocation. However, unlike the Brookings analysis, ours indicated that the small amount of Los Angeles' allocation for library operations and part of Harford County's, also went to increase those communities' current expenditure for libraries. In all, almost half of the total allocated by the six Brookings communities to library operation and maintenance appears to have been devoted to expanding library operations.(2)

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(1) These six communities are identified in Table 13 with an asterisk (*). Three communities are omitted from Table 13 because they allocated revenue sharing for library capital outlay, according to their official use reports -- Jacksonville, Baton Rouge and Hamilton County.

(2) One might conjecture that the mere fact a community is monitored by Brookings makes the community leadership particularly responsive to service needs and prone to use more of their revenue sharing entitlements for enhancement.

Impact on capital outlay

About 40 percent of the $76 million shared revenue allocated to libraries in 1973-74 -- $30.5 million -- was designated for capital outlay (see Table 14). How much of this actually went for the construction of new facilities and the purchase of new equipment that would not have been acquired otherwise? How much was used to avoid borrowing?

Available data differ considerably on the extent that shared revenue is used to avoid borrowing. Treasury figures indicate a rather high degree of such use; the Michigan study and Brookings, a much lower one. It will be recalled that, of 13,000 responses to the debt question in the official use reports, 84 percent indicated revenue sharing enabled them to avoid some borrowing. This was converted by the Michigan study to a weighted 27.8 percent of total shared revenue, in contrast to a weighted 14.2 percent found by the Michigan Study (see Table 10). The Brookings study estimated a weighted 14.9 percent for borrowing avoidance (see Table 11), but this was heavily affected by New York City (which did not report any allocation of shared revenue for libraries).

Applying a conservative 15 percent to the total allocation for libraries ($76 million) would indicate that $10 to $11 million was used to avoid borrowing. This is about one-third of the $30.5 million shared revenue allocated to libraries for capital outlay.

According to unpublished Bureau of the Census data, local governments spent about $120 million for library capital outlay in 1973-74, three-fourths of which was for new construction (about $90 million). Undoubtedly some portion of the $90 million for library facilities was financed by borrowing, but no data are readily available specifically on borrowing for library construction.

Municipalities applied $18.1 million, or 44.5 percent of their library shared revenue, to capital outlay; counties applied $12.4 million, or 35.2 percent of their library shared revenue to capital outlay (Table 16). It is safe to assume that the smallest municipalities and counties would have used the amounts allocated for capital outlay to purchase equipment and to do some major repair work in established library buildings. Indeed, it is the smaller communities that allocated the largest proportion of their library shared revenue for capital outlay. Municipalities with less than 25,000 population allocated 54.4 percent ($7.6 million) to outlays, compared with 44.5 percent for all municipalities. Counties in the same size class allocated 57.2 percent ($2.9 million) to outlay, compared with 35.2 percent for all counties.

Table 16

General Revenue Sharing Allocated to Public Libraries by local Governments, by Population Size Class, 1973-1974

Population size class	Municipalities (including Townships)				Counties			
	GRS allocated to libraries ($000)	Percent of total GRS allocation	Percent for capital outlay	Percent for operation and maintenance	GRS allocated to libraries ($000)	Percent of total GRS allocation	Percent for capital outlay	Percent for operation and maintenance
less than 2,500	$ 1,989	11.3	63.9	36.1	$ 47	4.1	69.6	30.4
2,500 - 4,999	1,935	9.2	54.1	45.9	254	8.6	83.4	16.6
5,000 - 9,999	3,018	7.8	52.9	47.1	881	5.1	45.7	54.3
10,000 - 24,999	7,073	8.9	52.6	47.4	3,920	5.7	57.9	42.1
less than 25,000	13,995	9.4	54.4	45.6	5,102	5.7	57.2	42.8
25,000 - 49,999	5,352	6.3	41.5	58.5	2,746	4.7	59.2	40.8
50,000 - 99,999	6,703	6.2	46.4	53.6	3,693	5.4	51.5	48.5
100,000 - 249,999	4,762	3.6	62.0	38.0	6,610	7.2	53.2	46.8
250,000 - 499,999	2,061	1.9	50.9	49.1	2,845	3.2	27.7	72.3
500,000 - 999,999	3,845	2.0	20.5	79.5	5,499	6.6	31.0	69.0
1,000,000 and over	3,856	2.2	7.9	92.1	8,942	8.2	--1/	100.0
Total	40,574	4.2	44.5	55.5	35,437	6.0	35.2	64.8

NOTE: Covers only those municipalities, townships and counties that allocated some of their GRS funds to public libraries.

1/ : Less than 0.05 percent.

Source: Computer printout of Treasury Actual-Use data for Fourth Entitlement (1973-74).

Most or all of the $10.5 million allocated to capital outlay by municipalities and counties with fewer than 25,000 inhabitants can be considered as new spending rather than for borrowing avoidance. Few places below 25,000 population borrow, and when they do, they borrow small sums from their local bankers. They seldom issue bonds on the money markets. The fact is, of all municipal indebtedness outstanding in 1972 ($52.6 billion) only about 20 percent had been issued by the numerous municipalities of less than 25,000 population (over 95 percent of all municipalities have fewer than 25,000 inhabitants)(1) Of all county indebtedness outstanding in 1972 ($14 billion) only 6.7 percent had been issued by counties with fewer than 25,000 inhabitants (three-fifths of all counties have fewer than 25,000 inhabitants).(2)

The $10-11 million we estimate as substituting for debt issuance would, then, be attributed to the $20 million of shared revenue that was applied to capital outlay by the larger municipalities and counties (those over 25,000 population). It is reasonable to assume that this occurred in a credit crunch situation that the municipal bond market experienced during 1973-75 along with the rest of the economy.

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(1) U.S. Bureau of the Census, 1972 Census of Governments, Vol. 4, No. 4, pp. 36-37.

(2) U.S. Bureau of the Census, 1972 Census of Governments, Vol. 4, No. 3, p. 21.

This tendency was undoubtedly fortified in the library area, where Federal construction funds under Title II of LSCA dried up completely after 1973.

Conclusions

Our analysis of the data leads to the conclusion that no more than one-third to one-half of the $76 million allocated by municipalities and counties to public libraries resulted in increased library expenditure. In many places revenue sharing funds undoubtedly resulted in the avoidance of service cut-backs that might have been forced in the absence of such funds. Some of the larger communities were able to acquire planned new facilities without having to borrow at excessive interest rates.

Despite the significant substitutional effects, however, revenue sharing has helped libraries - as, indeed, it has helped local governments generally - to weather a period of fiscal difficulty. It is significant that shared revenue allocated to the public library function in 1973-74 was almost 8 percent of that year's total local expenditure for that purpose - and in many states the percentage was considerably higher.

This finding is not as surprising as it appears. The library function is rather low in the priority scheme of the local political structure. In community after community, faced with budgetary constraints and the need to hold down property tax increases, libraries have been among the first candidates for retrenchment. The initial inclination of local governing bodies has been to avoid cutting back where the immediate impact would be dramatic - police and fire services, trash and garbage collection, social services and the like.

It is quite apparent, however, that in some communities where libraries might have been slated for drastic budgetary cutbacks the politicians perceived possible serious repercussions. Supporters of public library services include all segments of the population and they can be mobilized to wield considerable political clout. Thus, in many communities faced with library service cutbacks, pressure was exerted on the dispensers of shared revenue to offset the impending withdrawal of property tax revenue.

The fact that revenue sharing assistance to libraries has been spotty cannot be overlooked. The reality is that the great majority of local libraries have not participated in the revenue-sharing largesse, and the great majority of municipalities and counties have not allocated a portion of their shared revenue to libraries. Especially those local libraries that are organized independently of general local governments, and are therefore not eligible direct recipients of shared revenue (as in Indiana and Ohio), have received minimal amounts.

Revenue sharing is here to stay--at least through September 30, 1980. The program which was to have expired on December 31st, 1976, has been renewed, effective January 1, 1977. Even though the priority categories have been eliminated the present pattern of use may well continue, but the hearing and budgetary procedures will be strengthened. The library community must come to the realization that, with well organized efforts it can obtain its share of the pot - even if only as a means of avoiding service cutbacks. The library community must also come to the realization that any continuation of LSCA must take account of the move toward the use of shared revenue and block grants as complementary parts of a total federal grant system.

VI

Summary of Findings and Recommendations

Introduction

When this study was commissioned in January 1976, there were more than vague concerns over the then scheduled termination of the Library Services and Construction Act (LSCA) and the General Revenue Sharing (GRS) programs, the National Commission on Libraries and Information Science had just completed its work on outlining a national program, and a statute (P.S. 93-568) authorizing a White House Conference on Libraries and Information Services was enacted, but without the appropriation of the necessary funds.

The scene has changed markedly during the period of the study. Early in October, 1976 LSCA was funded for FY1977 at a level some 17 percent above FY1976, the General Revenue Sharing Program has been continued until 1980, the NCLIS Report: "Toward A National Program for Libraries and Information Services", has been widely distributed and discussed, and there is firm commitment for funding the White House Conference and to provide assistance for preparatory conferences to be held in each state.

For those with general or special interest in the public library field, these events of the past year may be uplifting and hold promise of a bright future. For those acquainted with the vagaries and hard facts of public library finance issues, these recent events do not provide basic solutions to continuing fiscal support problems. Moreover, a different, perhaps more realistic, reading of the events from the viewpoint of public library finance could be as follows: (1) LSCA funding was a little noticed piece of a massive Department of Labor-HEW appropriations bill that was passed in the waning hours of the 94th Congress over a Presidential veto; (2) GRS renewal had long been predicted and, as a matter of fact, is an event more related to the upcoming Presidential election than to public library fiscal support needs; (3) the NCLIS report on the national program is aptly entitled "Toward a National Program for Libraries and Information Services" and contains a statement that there is now no such national program; and (4) the White House Conference is as yet a future opportunity for library service improvement. The event will require skillful planning and preparation, as soon as funding is made available.

What should be recognized both by those buoyed by optimism and those who see only the unresolved problems of public library finance is that the time is propitious to address these problems directly and to seek consensus around definitive, long-range solutions. The required extension of LSCA by September 30, 1977, in its present or a revised form, can be a focal point for the planning and definition of long-range goals.

This study offers recommendations for changes designed to improve the effectiveness of the present Federal fiscal support system. The recommendations are not in legislative language, but enactment of a strengthened system is the goal. The first step toward that objective is a review of study findings by not only NCLIS, but all organizations and members of the library community, government officials and outside observers.

General Findings and Conclusion

The perspective and scope of this analysis of Federal funding of the public library include: (1) the 20 year history of LSA-LSCA funding in terms of the stated purpose of those systems and the impact they have had on state and local funding activities; (2) the enactment and performance of general revenue sharing as a substitute for many categorical funding programs, including LSCA; and (3) an attempted redefinition of a Federal funding role under an alternative funding method, proposed as the Federal Partnership Act.

The general conclusion is that the Federal funding effort under LSCA and the general revenue sharing program has been only moderately effective in assuring the development of public library services throughout the nation adequate to meet present and future needs.

Much has been accomplished under existing programs to stimulate and sustain the public library as a vital, community-based informational and educational institution. However, major gaps in services still exist - particularly in rural and many urban communities. The fiscal problems of cities are thwarting needed development of public library services. New technologies are increasingly available to augment accessibility and use of library resources and should be further utilized. The present intergovernmental funding of public libraries is grossly out of balance, a disproportionately heavy support burden is carried by local governments. State funding needs to be increased in many states, and state funding systems need to be improved.

On the positive side:

- there are some 9,000 to 10,000 public library units providing a wide range of library and information services
- total expenditures for public library services exceeded the $1 billion mark in 1975, reflecting almost a 1/3 increase over 1972 - a period that featured inflation, high costs, and increasing local fiscal distress (See Table 4A)
- states have accepted and moved to implement their responsibilities for the comprehensive planning vital to the strategic development of public library services;
- states have increased, modestly at least, their share of local public library expenditures and have developed a wide range of aid and grant systems to assist local public library development. (See Table 5)
- an increasing number of library networks and regional library systems are emerging with technical services designed to augment and supplement local library services
- local jurisdictions, the level hit hardest by recent governmental fiscal distress, have continued to allocate funds in amounts representing the major share of public library costs (See Table 5)
- definitive national goals for the development of library and information services have been enunciated by NCLIS as a vital part of a national program; movement toward these goals has begun.

Other signs and portents could be listed to show the public library as a live institution changing to meet present day demands, and demonstrating the ability to sustain the funding commitment of governmental jurisdictions at state and local levels.

The negative findings of the analysis, summarized below, tips the scale in that direction and support the descriptive term "moderately" in the overall conclusion assessing the impact of LSCA and GRS.

(1) Using public library per capita expenditures as indicators, analysis shows that there are gross disparities in library service offerings at the local level. Per capita expenditures range from less than $1.00 to over $15.00, against a median of $3.28. This disparity is most marked as between the 139 million citizens living inside SMSA's and the 64 million living in more rural areas. The average per capita expenditures of SMSA residents was $6.61 in 1974 compared to $3.01 in rural areas. (See Tables 1 and 2) Available data do not permit further breakdown of per capita expenditures within SMSA's, but it is known generally that tax capacity to support services is increasing in suburban communities and decreasing in core cities, especially large urban centers. Buttressing the overall finding of library service disparities is the result of a recent national survey made by the American Library Association. According to survey responses, chief state library officers estimated there were in 1976 over 9 million (4.4 percent) people without any library service, 175 million (83.3 percent) with inadequate service, and only 26 million (12.3 percent) with adequate service.

(2) While expenditures for public libraries increased during the period 1967-1974, the increase was far smaller than

increases for other state and locally financed services (schools, health, police and recreation) The average annual rate of increase for libraries compared unfavorably to increases for the other services. Moreover, public libraries expenditures represented only a miniscule portion (.55 percent) of combined expenditures for this group of services in 1967 and this percentage was even lower (.48 percent) in 1974. (See Table 3). This finding indicates that public libraries are not doing well in the increasing competition for the local and state tax dollar.

(3) It is apparent that the bulk of the increase in public library expenditures fell on local government and sustained its disproportionately heavy share of public library costs. On a state-by-state basis, public library expenditures increased in almost all states between 1972 and 1975. Size of the increases ranged widely among states - from 1 to 50 percent in a varying pattern. About half the states reporting indicated increases from 1-15 percent, and the other half reported increases between 16 and 50 percent. The analysis indicates a slowdown in expenditure increases between 1974 and 1975. (See Table 4)

(4) The percent distribution of public library costs is thus nowhere near a balanced intergovernmental funding system

recommended in earlier studies. The overwhelming portion of the costs still falls on local government and any relief afforded by the slight increase in the state share is almost imperceptible. Nationally, the states' share of public library expenditures increased slightly from 10.8 percent in 1972 to 12.9 percent in 1975. The Federal share dropped from 5.8 percent to 5.0 percent, and the local share moved only slightly from 83.4 to 82.1 percent during the same period. In 1975, the local share of public library costs was 70 percent or more in 29 states - down 3 from 1972. The number of states reporting a local share of 80 percent or more was 18 in 1975 - down 5 from 1972. In states for which data were available, the state share of these expenditures increased in 29 states and decreased in 10 between 1972-1975. The Federal share decreased in 28 of the 40 states for which data were available. In 24 of these states the Federal share was less than 10 percent and in 35 states, less than 15 percent. Federal share percentages are higher in the more rural states. On a regional basis the Federal share declined in six of eight continental regions. Only the Southeast and Rocky Mountain Regions showed slight increases. (See Tables 5 and 5A)

(5) There is a wide disparity in level of service, as measured by public library expenditure, among states and regions. Per capita expenditures vary greatly and so do expenditures

related to income. Expenditures related to income declined significantly between 1972 and 1975. Per capita expeditures for library services increased on a national basis from $4.38 in 1972 to $5.83 in 1975. This significant increase is contrasted with a decline in expenditures per $1,000 of personal income from $1.05 in 1972 to $.97 in 1975. Among the states, expenditures per capita in 1975 ranged from $2.31 to $9.73. Of 40 states reporting, four had per capita expenditures between $2.00 and $2.99, 17 were between $3.00 and $5.00 and 19 were between $5.00 and $10.00. This disparity in service levels among states was also reflected regionally in 1975. Per capita expenditures ranged from $3.01 in the Southeast Region (12 states) to $7.58 in the New England Region (6 states).

Service disparities, in terms of effort related to overall fiscal capacity, also exist among states and regions. Expenditures per $1,000 of personal income among states in 1975 ranged from $.51 to $1.47, a difference of almost 200 percent. In 26 of 40 states, expenditures related to income ranged between $.51 and $.98. The figure was above this level, but below $1.47, in the remaining 14 states. Between 1972 and 1975, 24 of 40 states had a decrease in public library expenditures per $1,000 personal income. Regional expenditures related to income in 1975 ranged from $.57 in the Southwest Region (4 states) to $1.27 in the New England Region (6 states). Expenditures related to income decreased in all regions except one (Southeast) between 1972 and 1975. (See Tables 6 and 6A)

(6) State-aid payments for public library services are not keeping pace with the total of state payments to local government, and the gap is widening. In 1967, state aid to public libraries was .33 percent of all state aid. This figure declined to .22 percent in 1974. The average annual increase in state payments to libraries between 1967-1972 was 7.8 percent compared to 14.1 percent for all state payments. From 1972-74, the library figure had slowed to 4.7 percent, compared to 11.8 percent for all state payments. (See Table 7)

(7) It is clear that LSCA has been an important stimulus of library service development in states and localities over the past two decades. It is equally clear that, in its present form, it is a deficient mechanism for the distribution of Federal funds and a weak instrument of Federal policy with respect to library services development. Major deficiencies of the LSCA program include the following:

- the level of funding has seldom been in accord with stated goals and objectives;

- it is an unstable source of funding in that amounts for distribution have varied widely over the years, it lacks any provision for forward funding, and, with the advent of GRS, efforts have been made to eliminate LSCA as a categorical funding program;

- it is a loosely organized funding program consisting of four titles, two of which (Construction and Older Readers' Services) have not been funded since 1973, providing general operational and maintenance funds, as well as funds for specific targets;
- it is a funding program lacking an adequate administrative structure and the essential Federal guidelines, technical assistance and monitoring to assist states in making effective use of available Federal funds;
- the state plan device, required under LSCA, has not been used effectively as a basis for channeling Federal and state funds to achieve national goals; there is too little effective review and monitoring of Federal fund utilization in conjunction with state comprehensive plans for library service development, and
- because of the low funding levels and the fragmentation of funding under various titles, amounts distributed to states are so small as to preclude effective use for the strategic development of state-wide services.

(8) Under the stimulus of LSCA and state interest in public library development, a whole variety of state public library aid programs have been established. There are, nonetheless, some states which have no fiscal assistance programs for public library service development. In many other states, the aid program is not based on statutes but is implemented through administrative regulation and discretionary grants. By and large, the overwhelming proportion of Federal and state funds distributed through state-aid programs do not reflect adequately differential need for public library services, or differential capacity to support such services.

(9) The general revenue sharing program has proven to be an effective device for the re-distribution of Federal tax revenues, but it is not an effective substitute for a program of fiscal aid to assist the progressive development of public library services for all citizens. Of the total GRS payments to local governments in 1973-74, only 1.8 percent ($76 million) was allocated for public library capital and operating expenses. The analysis indicates that no more than 1/3 to 1/2 of this $76 million resulted in increased expenditures for public library services. The remaining 1/2 to 2/3 of these funds was used to replace local tax dollars previously used for this purpose. In view of the disproportionate share of public library costs borne by local governments, the

substitutional effect may be desirable; but GRS funds have not provided sufficient additional funds for the progressive development of public library services in accordance with a national plan. The recent reenactment of GRS contains no identification of priority uses, and therefore libraries will lose a previously held advantage.

Design for an Improved Federal Funding System for Public Libraries

The basic recommendation of this report is that the Library Services and Construction Act be revised and strengthened to be a more effective instrument of a Federal policy designed to assist states and localities in the development and equitable distribution of public library and information services as part of a national plan. This conception is based on a redefinition of Federal policy for public libraries targeted specifically on the prioritized expansion of library services in areas that are unserved or grossly underserved. A second related target for these funds is to expand further the development of operating linkages and networks to augment and supplement the services of existing libraries and library systems.

The name of the proposed new act might be called the Library and Information Services Development Act and it should implement a sharply focussed Federal policy with the objective of creating a balanced intergovernmental funding system for the development of adequate public library and information services throughout the nation. The proposed act should call for an elevated level of Federal funding required to achieve specific developmental goals. Estimation of total development costs and the yearly Federal share in the funding of such costs should be derived from the national inventory of library needs now being completed by NCLIS. The program envisioned is one in which Federal, state and local governments join in the support of a common effort focussed on development objectives defined in accordance with a national plan and specifically targeted state plans. The program should include specific provisions to insure Federal monitoring of the utilization of Federal funds, and to provide guidelines and assistance for states in developing and implementing state plans for which Federal funds are used, as well as to stimulate higher levels of state funding for existing and expanded services.

The proposed act should provide for distribution of Federal funds to achieve two basic sub-objectives: (1) the extension and up-grading of public library services in accordance with defined criteria of relative need for services and relative fiscal ability to support such services among states and among areas within states; and (2) the development and/or expansion of cooperative systems and network linkages not only among public libraries, but also between public libraries and all other types of libraries and information services. Emphasis in the use of Federal funds under the new act should be assigned to the first of the sub-objectives cited above. State matching, under varying rates, should be required under both funding components. The act should provide for advance funding of programs and projects in accordance with approved state plans.

State matching requirements should specify the use of state revenue sources and exclude the use of local funds for this purpose. The amount of Federal funds which could be used for state administration purpose should be limited. The ratio of Federal to state dollars should be higher under the first of the two components in order to reflect a higher priority on the extension and up-grading of essential library services. Highest priority should be assigned the extension and up-grading of services in rural and urban areas.

All states should be eligible for funds under the act and the allocations should be determined for each state in accordance with uniformly applied factors reflecting relative need for extension and development of library services, and fiscal capacity to support such services(1). Payments to states should be based on specific state-authorized plans for the distribution and utilization of these funds in accordance with Federal guidelines. Transferability of state allocations between the two program components should be controlled on the basis, of defined criteria. Unused allocations made available for any state should revert to the national fund for distribution to other states in accordance with established criteria of need and fiscal ability.

The plan requirement cited above in connection with state eligibility should be based on state comprehensive plans, but it should also specifically describe the ways in which Federal funds will be utilized. Authorization of state plans by the responsible state officer should represent a commitment to use state funds in plan implementation. Actual use reports should be required for monitoring purposes. Guidelines under which state plans are prepared should specify, for each project, a declining level of Federal support over a specified time period. Guidelines should also specify and require an adequate and continuing basis of state-local fiscal support for the expanded services.

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(1) For a new index to assist in determining state fiscal capacity, see Appendix.

The act should include a strong and definitive section addressed to providing adequate administration and monitoring of Federal fund utilization in accordance with a national plan. In this connection, a strengthened and perhaps elevated locus of authority for Federal fund administration and oversight will be required. The unit should be adequately staffed to provide limited high level technical assistance to states in planning and implementing the expansion and development of library services and the utilization of Federal funds.

Appendix

State Index of Fiscal Capacity*

A new measure of state-local fiscal stress has recently been developed by staff members of the Advisory Commission on Intergovernmental Relations (ACIR), which makes it possible to rank the states according to their "fiscal blood pressure." This measure takes into account not only a state's current fiscal (tax) effort but also the trend of its fiscal (tax) effort over time.[1]

The simplest and most readily available measure of tax effort is the ratio between a state's and its local governments' tax collections and the aggregate income of its residents. Resident income is used as a measure of tax capacity (the tax base). Because taxes are not levied entirely on income, however, this measure presents some problems. For example, it understates the taxable base of mineral-rich states and of tourism states, as well as property-rich farm states. It overstates the base of the states with obsolescent industrial plants--mostly in the Northeast and Midwest.

To overcome these shortcomings, the ACIR staff has adjusted personal income data to take account of fiscal capacity estimates based on the yield of a state's tax system

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*Material for this Appendix was taken from a soon to be published report: Legal, Functional, and Fiscal Support Relationships Between Public Libraries and Public Education, prepared for the Urban Libraries Council by Government Studies & Systems.

[1] John Ross and John Shannon, Measuring the Fiscal "Blood Pressure" of the States: Some Warning Signs for our Federal System and Alternative Prescriptions. (Paper presented at the Conference on State and Local Finance, the University of Oklahoma, Norman, Oklahoma, October 15, 1976.

TABLE 1

A TWO DIMENSIONAL FISCAL PRESSURE INDEX USING ADJUSTED RESIDENT PERSONAL[1/] INCOME TO ESTIMATE FISCAL CAPACITY

(INDEXED ON MEDIAN)
1964-1974

High and Falling		
Wisconsin	132*/87**	(64.6)
Hawaii	125/62	(78.0)
Vermont	122/55	(56.8)
Washington	109/98	(64.9)
Utah	104/86	(65.4)
Arizona	101/21	(64.1)
Colorado	101/-13	(54.2)
Iowa	100/3	(58.0)

High and Rising		
New York	169/477	(48.1)
Massachusetts	145/346	(46.8)
Rhode Island	126/281	(58.5)
Maine	126/260	(61.0)
California	126/232	(52.0)
Minnesota	125/142	(68.3)
Michigan	123/278	(55.8)
Maryland	122/329	(58.0)
Pennsylvania	118/292	(62.9)
Illinois	114/374	(54.2)
New Jersey	114/316	(39.6)
Connecticut	113/224	(49.1)
Mississippi	107/175	(76.2)
District of Columbia	105/426	--
South Carolina	102/195	(76.2)
Indiana	102/115	(60.2)
Delaware	101/338	(79.9)

Low and Falling		
Kansas	99/31	(56.7)
New Mexico	98/93	(82.7)
Oregon	98/55	(54.6)
North Carolina	96/99	(66.5)
Louisiana	96/34	(71.2)
Montana	95/43	(50.8)
Idaho	94/20	(68.8)
South Dakota	94/-117	(46.1)
Georgia	93/100	(61.9)
Alabama	90/84	(74.1)
Tennessee	80/35	(53.8)
North Dakota	86/-190	(67.7)
Texas	85/64	(57.7)
Florida	84/90	(64.1)
Wyoming	82/70	(54.7)
Oklahoma	80/15	(67.6)
Alaska	81/-172	(68.4)
New Hampshire	78/-30	(40.1)

Low and Rising		
Virginia	100/346	(59.5)
West Virginia	100/116	(77.3)
Missouri	96/213	(47.9)
Ohio	94/168	(49.2)
Kentucky	94/171	(76.0)
Nebraska	90/211	(47.6)
Nevada	90/149	(58.5)
Arkansas	82/120	(76.[illegible])

Source: See Footnote p. 39. Parenthetic numbers added (data from Bureau of the Census, Governmental Finances in 1974-75).

* Fiscal pressure for 1974.

**The change is from 1964-74. Source: ACIR staff estimates based on U.S. Department of Commerce, Office of Business Economics, Survey of Current Business, various years; and U.S. Bureau of the Census, Governmental Finances, various years.

[1/] Adjusted resident personal income as explained in Appendix B.

Numbers in parentheses represent the state percentage share of state-local tax collections in 1974-75. U.S. average = 56.7%.

A-2

that makes average use of all its taxable resources. Table 4 presents the results of this set of estimates by dividing the states into four groups based on their "fiscal blood pressure." The 17 states in the upper right-hand quadrant (those with both a high current fiscal effort and a rising fiscal effort relative to national averages) are under the greatest fiscal stress. The 18 states in the lower left-hand quadrant ("low and falling") are in relatively good fiscal condition. Thus New York, with a fiscal "blood pressure" of 169/477 is in dire fiscal straits--a fact that has been highly publicized in recent months. New Hampshire, which has made a fetish of keeping taxes (and government services) low, has a low fiscal "blood pressure" of 78/-30 - that is, its current fiscal effort is 78% of the national average and its fiscal effort actually has been falling relative to the national trend.

To provide some notion as to the locus of the fiscal pressures or lack of them - state vs. local - added in parentheses is each state's percentage of state-local tax collections. By this measure, two-thirds of the states in the "low and falling" group raise an above-average portion of state-local taxes at the state level. Many of them are "sunbelt" states, which are gaining population and drawing industry at the expense of the Northeastern and Midwestern states, many of which are in the "high and rising" quadrant. A number of the states in the "low and falling" quadrant, where the state government tax share is high, are also among those that already finance an above-average proportion of both school and library costs (e.g., N.M., N.C., Ga. and Ala.). Such states could presumably afford to raise their school and library expenditures at either the state or the local government levels. Those states in the "low and falling" quadrant with average or below-average state shares could readily increase state-level taxes to bolster state support for schools and libraries (e.g., Kan., Ore., Mont., S.D., and N.H.).

Seven of the 16 states in the "high and rising" quadrant have below-average state-level taxes (N.Y., Mass., Cal., Mich., Ill., N.J., and Conn.). Some of these states, like New York, Michigan and Illinois already share at close-to, or better-than average rates in both library and school support. Others, like Massachusetts, California, New Jersey and Connecticut, provide below-average support for schools and libraries. New Jersey, which recently enacted a state personal income tax will probably be able to build up its school and library support. Connecticut could do the same if the state were also to enact a broad-based income tax.

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ERRATA

Appendix A, page A-4

After the last line on this page ("Opinion: [Excerpted]") add the following:

The Court affirmed that a public library is educational in character and that the Palos Verdes Library District had all the attributes of a school district.

1945 - Board of Trustees, Newport Public Library v. City of Newport, 300 Ky. 125 (1945)

Issue: Whether the General Assembly could require a municipality to levy a tax for library purposes.

Opinion: (Excerpted)

The court responded affirmatively, basing its reasoning on the fact that the public library is an educational institution and that education is a function of state government. The court opinion proclaimed:

IMPROVING STATE AID TO PUBLIC LIBRARIES

Report Prepared for:

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Prefatory Note

The objective of this paper is to demonstrate that public library development should be considered as an integral part of the states' mandate to provide public educational services, and that state subsidy systems for public libraries and local public schools should be more closely related. The paper not only demonstrates the basic hypothesis, but it also documents the general inadequacies and deficiencies of state-aid systems for public libraries and suggests a strategy designed to stimulate improvement in all states.

The report is intended not only for library officials and administrators, but it is especially targeted for state legislators and administrative officials and general government groups. It is particularly designed to include comparative materials which states can use to examine, compare and improve their public library aid systems.

The report was prepared for the Urban Libraries Council (ULC). The National Commission on Libraries and Information Sciences (NCLIS) is owed a special debt of gratitude for cooperating in the study and for permitting the use of materials and data developed for the recently completed NCLIS study: Evaluation of the Effectiveness of Federal Funding of Public Libraries. This study could not have been completed without access to data compiled as a part of the NCLIS analysis with the cooperation of Chief Officers of State Library Agencies (COSLA).

A special advisory committee was formed by ULC to assist the study and review early drafts of the report. Members included Ervin J. Gaines, Executive Director of the ULC and Director of the Cleveland Public Library, Keith Doms, Director, Free Library of Philadelphia, Ernest E. Doerschuck, State Librarian (Pennsylvania), John A. Humphrey, State Librarian (New York), Joseph F. Schubert, State Librarian (Ohio), and Nettie Taylor, Assistant State Superintendent of Education for Libraries (Maryland).

The assistance and guidance of these individuals is gratefully acknowledged. Responsibility for the report and its conclusions and recommendations remains with Government Studies & Systems.

Jacob M. Jaffe and Dr. R. Kathleen Molz served as GSS constulants to the project and prepared sections of the report. GSS staff included John Benford, Senior Associate and Doran Twer, Research Analyst. Rodney P. Lane directed the study.

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I

Purpose of the Analysis and Historical Perspective on Public Libraries and Public Education Development

Introduction and Purpose

This paper seeks to demonstrate that libraries and schools are integral parts of the states' mandate to provide educational services and that the level and pattern of state fiscal support for local schools and public libraries should be more closely related. The analysis will include a state-by-state examination of the disparities which now exist in the two funding systems. The underlying objective is to provide the rationale, justification and specific recommendations for changes in state law, structure or policy directed toward improving state fiscal support for the public library.

This study of state fiscal policies relating to both public libraries and public education is timely because of new and developing functional linkages in the delivery of library, information and educational services at the community level. First, there exists today increasing recognition and implementations of new, non-traditional educational approaches and programs in which community library facilities and services are (or can be) an essential ingredient. Second, in response to growing demands for information serving educational and cultural needs in urban jurisdictions, the public library's developing role is as the citizen's urban information center. Finally, the public library is developing as an integral part of new inter-type library networks featuring advanced technologies making possible combined use of public, specialized and academic library services. All of these developments accent the need to examine and compare state fiscal policies supporting the two fields of services.

The perspective of the analysis is the state. Other research efforts have examined the total public library funding issue and have called for a more equitable distribution of fiscal support among the three levels of government. This notion of a balanced intergovernmental funding system for public libraries is endorsed here and accepted as a starting point for this analysis.

It is well recognized that, under the present pattern, the major portion of public library costs are paid by local government. On a national basis in 1975, local government provided 82 percent of public library expenditures, states provided 13 percent and the Federal government provided 5 percent. Among the 41 states for which data were available, the proportion of local government support ranged as high as 95 percent. In 17 states, local government provided more than 80 percent of public library expenditures. The lowest percentage of local support in any state was 54 percent. In only two states was the proportion of local support lower than 60 percent.(1) Thus, the cost of maintaining and developing public library services to meet present and future needs is essentially in a fiscal burden now carried by local government. The problem then is to achieve, in fact, a balanced intergovernmental funding system.

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(1) See Table 3.

A recently completed study under the aegis of the National Commission on Libraries and Information Science (NCLIS)(1) calls for substantial revision of the present Federal funding of public libraries under the Library Services and Construction Act (LSCA). While that study recommended an elevated level of Federal support in two specifically targeted areas of public library services development, it also called for increased state fiscal and functional responsibility. The underlying theme of the NCLIS study and numerous previous analyses is that the public library is an underdeveloped national resource of increasing importance in meeting present and future societal needs. In terms of the functions to be served by the public library, the status and developmental history of the institution, the delivery systems required to make adequate library services available, and the public goods theory supporting a three-level distribution of costs - a balanced intergovernmental funding system is a clear necessity.

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(1) Evaluation of Effectiveness of the Federal Funding of Public Libraries, prepared by Government Studies & Systems for NCLIS, October, 1976.

Beyond the delineation of a strengthened and reoriented Federal support role, two quite related parallel actions are required to achieve an appropriately balanced intergovernmental funding system.

(1) Recognition and implementation by the states of an increased fiscal responsibility for development and maintenance of improved public library and information services available to all citizens.

(2) Improvement in balance and consistency of the percentage of public library costs now borne by local jurisdictions.

The objective of developing an adequate policy base to stimulate and support these actions will be achieved by demonstrating:

(1) that public libraries and information services are integral parts of the states' basic responsibility for public education;

(2) that the growth of public libraries and public schools followed similar patterns and represented related responses to educational, social, and cultural requirements of a pluralistic society;

(3) that in many states, recognition of this close functional and social purpose relationship is discernible in constitutional or statutory law, judicial determination, organizational structure and operational relationships;

(4) that broadened concepts of public education emphasizing non-traditional approaches and life-long learning will result in closer functional and operating relationships between the public library and local schools and much heavier use of community libraries and information facilities and services; and

(5) that disparities in level, pattern and objectives between library and local school fiscal support systems exist and must be examined in each state as a basis for stimulating and guiding the corrective action required.

The intended readership of this report is not limited to library boards, officials and other members of the library community. The readership target includes governors, state legislators, education officials and, more broadly, government research and public interest groups. The effort is to provide objective information and data which can be used to assist the development of improved patterns of state fiscal support without which the public library cannot meet emerging needs.

Historical Perspective and Relationships

Historical precedent rarely, if ever, is valued as a direct stimulant or basis for the development of new legislative policy. In our system of government, it is the function of the court to determine whether the actions of legislative bodies and the executive are in accordance with constitutional intent and guarantees. As will later be discussed, the courts of several states have been direct and clear that public libraries are indeed a part of the educational system and should be so considered. There are, however, numerous points of historical significance and parallel developments which should be mentioned in relation to the growth of the public library and educational systems.

A brief chronology of important events serves to indicate these historical relationships.(1)

1635 - first public latin school was founded.

1635 - Harvard, the first college in colonial America, was founded.

1639 - first school supported by direct taxation was established.

1642 - first locally elected school board was established.

1647 - first law (The Old Deluder Satan Act) providing for public education was passed.

1731 - Benjamin Franklin and associates founded the Library Company.

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(1) Information for the chronology taken from The Condition of Education, 1976, National Center for Educational Statistics; and from Basic Issues in the Governmental Financing of the Public Library, Rodney P. Lane, USOE Commissioned Papers Project, Teachers College, Columbia U.

1751 - Benjamin Franklin opens his academy

1787 - Northwest Ordinance and subsequent Congressional action provided land grants to states for the support of schools.

1821 - first public high school is founded in Boston.

1827 - Massachusetts passes law requiring public high schools in larger communities.

1834 - Pennsylvania Public School law establishes free education.

1835 - New York and other states established school district libraries for children and adults.

1848 - first state law passed (New Hampshire) providing for establishment of public libraries and allowing local tax levy for library services.

1848 - Boston passes a special law permitting establishment of a public library and levying an annual tax for its support.

1850 - Massachusetts follows New Hampshire's example with a state law permitting the establishment of public libraries and allowing the possibility of state-aid for libraries from the education fund.

1852 - Massachusetts enacts first compulsory school attendance law.

1854 - Boston Public Library opened.

1860 - Morrill Land Grant College Act provided free land to encourage establishment of land grant institutions.

1874 - *Stuart v. School District of Kalamazoo* establishes right of school authorities to levy taxes for the support of schools.

1875 - by this year all states had established a state library for use by government officials, the judiciary and residents of state capitols.

1898 - first county library established in Ohio followed by similar development in other midwest and far west states.

This chronology of events could, of course, be extended and expanded. The only point here is to demonstrate that the developmental patterns of libraries and schools were similar in nature and in timing. Obviously, both institutions developed in response to the need for education and practical knowledge in a new and fast growing country. Recognition of the need for and appropriateness of governmental aid in support of public libraries and public education came early. State laws authorizing or requiring library and educational services followed similar patterns. By the 1860's most states which then existed had established a state library as an essential information service for state government. As will later be described, state libraries did not emerge as agencies providing strong leadership and direction over the development of public libraries largely because their planning and funding role and powers typically were permissive, rather than mandatory.

Somewhat similar developments, but with important differences, occurred in public educational developments. The National Center for Education Statistics report mentioned earlier describes factors impacting on the states' educational role as follows:(1)

> Education in American society was highly valued by the Nation's early leaders. Yet, education along with other essential social services was not mentioned in the Unted States Constitution, and consequently, education became a responsibility of State and local governments. New States were required to provide for education in their constitutions, but there was no uniformity in approach. In fact, many States, while mentioning education in their constitutions, followed the National Government practice of relegating the function to lower levels of government. In some States,

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(1) The Condition of Education, 1976, NCES, p. 142

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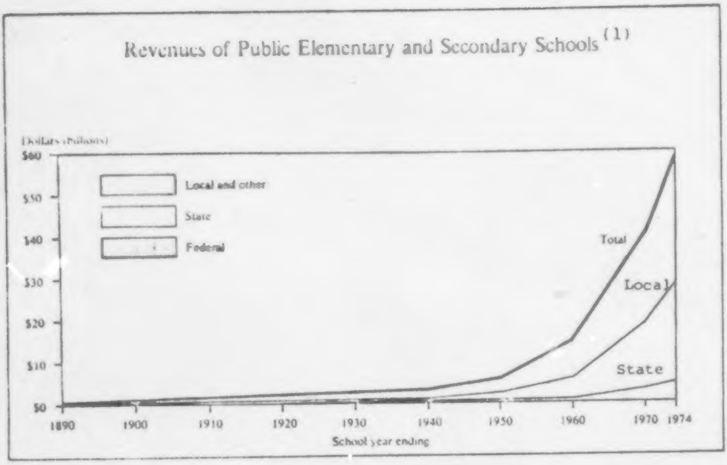
> leaders such as Horace Mann focussed early attention on the vital roles of States in leading local government to better education. But education remained essentially a local responsibility. The trend was to avoid superimposing education from above and toward local initiative in education.

From a developmental point of view, perhaps the single most important factor which produced quite different governmental organizational, policy and fiscal support patterns between public libraries and education was the growth of compulsory attendance laws among the states. This legal requirement, first established in 1852, along with a burgeoning population and the social and economic demands for a structured educational experience extending over the formative years produced unique developmental patterns. The growth of local responsibility over schools produced, quite literally, an additional level of government - the local school district. This is a single purpose governmental unit which technically operates as the arm of the state educational agency in carrying out its responsibilities for the local public educational program.

As shown in Chart 1, for many years local revenues were practically the sole source of support for public schools, but state subsidies began early and by 1974 represented over 40 percent of public school revenue receipts. By contrast, the states' share of public library expenditures was only 13 percent in 1975. The primary basis of direct Federal support for public education began in 1964 with the passage of the

Chart 1



Revenues of Public Elementary and Secondary Schools (1)

Elementary and Secondary Education Act (ESEA). It is interesting to note in this connection that the primary Federal support of public libraries began eight years earlier with the passage of the Library Services Act of 1956. This Act and its successor, The Library Services and Construction Act of 1964 (LSCA), has been viewed by some observers as a principal stimulant in moving the states from a passive to a leadership role in the development of expanded public library services available to all citizens. LSCA must be extended, in its present or revised form, or it will terminate in September, 1977. The National Commission on Libraries and Information

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(1) Chart taken from The Condition of Education, 1976, NCES, p. 146.

Science report mentioned earlier calls for a strengthened and reoriented Federal role in a revision of LSCA.

Carleton Joeckel, writing for a Presidential Advisory Committee on Education in 1938, stated(1), "In the United States today it is accepted as axiomatic that the library is an essential and integral part of the educational system of the Nation." He then went on to describe the public library as the "most distinctive American contribution to the world pattern of library development," and as a "collaborator with the system of formal education". The value of the public library in adult education was particularly stressed in the repot. The notion of the public library as a collaborator with public education, perceived earlier by Mann, Barnard and other free school advocates, has taken much more specific form in recent years. Public reaction to performance inadequacies of the school system, plus new educational demands of what some observers refer to as the post-industrial era, are beginning to produce alternative educational patterns. Many of these new patterns feature a rejection of an isolated, highly compartmentalized and structured learning process. The new terms being discussed and defined currently include "lifelong learning," independent learning," continuing adult education." The role of the public library in meeting these new demands will be discussed in some detail later in this paper. At this point, however, it is relevant to point to language in the new "Educational Amendments of 1976"

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(1) Library Service, by Carleton B. Joeckel, Prepared for the Advisory Committee on Education, 1938, p. 1, 5, 17.

(PL94-482), passed by the Congress in October 1976, to indicate the scope and importance of these new approaches.

> "SCOPE OF LIFELONG LEARNING
>
> "SEC. 132. Lifelong learning includes, but is not limited to, adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use or innovation and research results, and to serve family needs and personal development.

Perhaps the most concise description of the need for public libraries to respond to this challenge is the statement of Samuel B. Gould, Chancellor Emeritus, State University of New York. Writing on the subject of the library's role, Gould states:(1)

> The public libraries of our country and their professional associations are aware of these changes. But missing is an awareness that the library can, and perhaps will have to, be the focal point or rallying ground for coordinating the community's learning resources. A good many people are looking to the colleges or universities of a region to be that rallying ground. It is at least equally appropriate that the library assume such responsibility. It is ordinarily more attuned to the needs of a greater variety and number of people of all ages and circumstances; it is closer to all parts of the community by its very nature; it is, or should be, a significant force in the community's intellectual and cultural progress and its general upward mobility.
>
> Leadership in Education. The public library, therefore, must step into a position of leadership in bringing together the potential learning components of its community or region. It must create learning and counseling centers as part of its regular service--to counsel students,

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(1) ALA Yearbook, 1975, p. 44.

> to direct them to appropriate places and institutions for learning, to organize programs of its own when these appear necessary. It must associate itself more closely with colleges and universities of its area and urge them to form consortia for the purpose of offering learning opportunities and determining satisfactory rewards for learning achievement. It must organize itself to provide personnel to guide students and sometimes teach them, materials that students may acquire or borrow, and, when appropriate, places where learning can be carried on. The library must prepare itself for these new roles by educating and training its administrators and staff to an understanding of, a commitment to, and a skill to function in line with this broad educational philosophy. In sum, it must generate for itself another major aspect of indispensability that will add increased strength to its already noteworthy reputation for service.

This summary and comparison of the historical roots and latter day developments of both public libraries and public education serve to highlight the basic compatibility of their respective missions. More importantly, it serves to make clear the challenge of the present and future. From a public policy viewpoint, neither public libraries nor public education can be allowed to have a distant or tangential relationship to each other. Closer planning and operational relationships must emerge to meet new challenges. Most importantly, state-local fiscal arrangements in support of the public library must be improved and some of the costs now borne locally must be shifted to the state level.

II

Comparison of Legal Bases and General Organizational Structures of State Library and Education Agencies

Legal Bases

The legal base for state governance of public education typically is imbedded in state constitutions. As Harris points out, "State constitutions outline the manner in which a uniform system of public schools is to be established and maintained. Some state constitutions describe in considerable detail essential provisions for a formal system of education. In others, the responsibility for establishing a uniform public school system is delegated to the legislature or general assembly."(1) In 39 states, the chief state school officer is designated in the state constitution.

In contrast to the constitutional foundation of state public education agencies, public library authority has only a statutory base in 48 states. Only two states - Michigan and Missouri - include state governance of public libraries in their present state constitutions. Unlike the traditional principal role for state education governance, the state library function typically was conceived very narrowly as a reference-resource service for the state legislature. Although by 1876 every state and territory in the union had a library in its capitol primarily for legislative reference, prescription of a developmental role by the states was not evident until the 1890's during which period some 15 states designated public library development as a major function of the state library agency. This expanded role was assigned to 24 state library agencies during 1900-1920, and the remaining states followed suit between 1921 and 1955.

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(1) Sam P. Harris, State Department of Education, State Board of Education, and Chief State School Officers, DHEW Publication No. (OE)73-07400, 1973.

Mandated and Permissive Powers

Within the context of their principal role in public education, state educational agencies have traditionally exercised strong mandated powers in the enforcement of standards and the supervision of public education. During the longer part of their existence, state educational agencies have viewed these powers as constituting their major role in education. This emphasis still remains in a number of states. However, as Harris points out, without giving up these powers, the orientation of educational agency administration has shifted from regulation and supervision to leadership and technical assistance in many states.

State library agencies, by way of contrast, have been largely assigned permissive powers. Based on available information, only five states (Florida, New Hampshire, New Mexico, New York, and Tennessee) have been granted mandatory powers. As was noted in a recent study for the U.S. Office of Education(1), few of the basic state laws underpinning the development of public libraries reflect a strong legislative or administrative commitment to insure the establishment of an adequate statewide pattern of library services.

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(1) The Role of The State in The Development of Public Library Services, Government Studies & Systems, 1974.

The powers of state education agencies are very broad, and they are firmly rooted in constitutional and statutory authority. Thus, the potential for growth and change is substantial, and state agencies have responded to that potential. In contrast, most state library agencies have narrowly defined powers with very little opportunity or potential for growth and change.

Organizational Patterns

In view of the strong and broad legal base for education and the administrative tasks involved in implementation, it is not surprising that the function is organized as a major department in all state governments. Particular organizational patterns vary from state to state. A few states have a single agency for all levels of education; others have separate agencies for elementary-secondary education and higher education. All basic education responsibilities are assigned to departmental agencies of the state governments.

This picture is in marked contrast to the state organizational pattern for the public library function. As shown in Table 1, the organizational pattern for libraries varies from divisions within other departments, to separate agencies, to a variety of boards and commissions which may operate either in an administrative or advisory capacity.

Table 1

Organizational Location of State Library Agencies

	Dept. of Education	Other Admin. Dept.	Separate Board or Commission	Separate units under Governor	Comments
UNITED STATES					
ALABAMA			x		5 Members, G.A.
ALASKA	x				
ARIZONA		x			Dept. of Administration
ARKANSAS	x				Autonomous within Department
CALIFORNIA	x				
COLORADO	x				Delegation to State Library
CONNECTICUT			x		
DELAWARE		x			Department of Community Affairs
DIST. OF COLUMBIA					
FLORIDA		x			Department of State
GEORGIA	x				
HAWAII	x				
IDAHO	x				Also has a State Lib. Board
ILLINOIS		x			Sec. of State
INDIANA			x		5 Members, G.A.
IOWA			x		
KANSAS				x	Without separate board
KENTUCKY				x	Without separate board
LOUISIANA			x		5 Member, G.A.
MAINE	x				Board of Commissioners
MARYLAND	x				Board of Education
MASSACHUSETTS	x				Board of Commissioners
MICHIGAN	x				Library Advisory Board
MINNESOTA	x				
MISSISSIPPI			x		5 Member Commission, G.A.
MISSOURI	x				
MONTANA			x		5 Member Commission, G.A.
NEBRASKA			x		6 Member Commission, G.A.
NEVADA				x	Without separate board
NEW HAMPSHIRE			x		5 Member Commission, G.A.
NEW JERSEY	x				7 Member Council
NEW MEXICO			x		State Library Commission
NEW YORK	x				Board of Regents
NORTH CAROLINA		x			Department of Cultural Resources
NORTH DAKOTA		x			Department of Institutions
OHIO			x		State Library Board
OKLAHOMA			x		7 Member Board, G.A.
OREGON			x		Board of Trustees, G.A.
PENNSYLVANIA	x				12 Member Advisory Board, G.A.
RHODE ISLAND				x	Without separate board
SOUTH CAROLINA			x		7 Member Board, G.A.
SOUTH DAKOTA	x				Advisory Council
TENNESSEE	x				
TEXAS			x		Executive Department under Gov.
UTAH			x		10 Member Commission, G.A.
VERMONT			x		Board of Library, G.A.
VIRGINIA			x		9 Member Board, G.A.
WASHINGTON			x		5 Member Commission, G.A.
WEST VIRGINIA			x		5 Member Commission, G.A.
WISCONSIN	x				Advisory Council
WYOMING			x		9 Member Board, G.A.

G.A. - Governor Appoints

Source: The State Library Agencies, 1975, Donald B. Simpson, ASLA

In 19 states, including six of the ten largest states, library functions are organized as units of the state education department. In six other states, the library unit is part of other departments (state, community affairs, institutions, cultural resources). The library agency is a separate unit under the governor in four states, and in 21 others it operates under a policy-making board or commission.

Every state with the exception of Wisconsin has a state board of education which shares authority with the head of the educational agency. The pattern is not so strongly uniform with respect to libraries. A majority of states, including the 19 in which libraries are part of the education department, have policy making boards or commissions. In nearly all of these states, the members of these boards and commissions are appointed by the governor. Twelve states have advisory boards or committees.

State Level Functions

Educational functions at the state level cover a wide area of administration. One typical grouping includes the following major categories.

1 - general management

2 - planning, research, development, and evaluation

3 - consultative services

4 - distribution of resources (state-aid)

5 - internal services

6 - operation or approval of programs and schools(1)

In a number of states the educational agency covers the full spectrum of education - elementary and secondary schools, vocational and career education, and higher education. In some states, the major groupings are separately organized under special boards. Recently, increasing emphasis is being placed on leadership, planning, and supportive functions in many states.

As indicated earlier, most state library agencies began with the primary mission of serving as a state library information and reference service. Since the advent of L.S.A and L.S.C.A., these agencies have assumed a planning and development function with respect to statewide public library services and thus the scope of the state agency functions has broadened considerably. A recent study of state library policy identified the following functions as common to most state library agencies(2):

1 - development of short and long range plans

2 - coordination of a large variety of library activities

3 - studies of existing or needed services

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(1) Yeuell Y. Harris and Ivan N. Seibert, eds., *The State Education Agency: A Handbook of Standard Terminology and A Guide for Recording and Reporting Information About State Education Agencies*, 1971.

(2) Douglas St. Angelo, Annie Mary Hartsfield, and Harold Goldstein, *State Library Policy*, 1971.

4 - provision of expert aid through consultants

5 - establishment of a clearinghouse function on library matters

6 - conduct of training programs

7 - promotion of local library interests and activities

8 - evaluation of library development within the state.

Although there appears to be a close similarity between the span of public education and public library functions, it is fair to say that state library agencies, in general, operate more in a coordinative than in an administrative role. This is especially true where state laws merely permit, or authorize, the establishment of local libraries. L.S.C.A. gave state library agencies a new and important financing function and in many states this has been matched by the growth of state financing and policy making powers with respect to library services development. It is clear, however, that the administrative powers of the state library agency are substantially more limited than those of the education agency. It is not unrelated to note that a finding of the St. Angelo study mentioned earlier was that library agencies within state departments of education receive more funds per capita than those directed by public boards.(1)

State-Local Functions and Relationships

Constitutionally, local governments are creatures of the state and derive their powers from state authority. In practice, the operational status of local school districts reflects this doctrine much more directly than general purpose local governments. As one educational observer puts it, "Local control has become virtually a myth with

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(1) Ibid, p. 21

the proliferation of state statutes and regulations relating to curricular offerings, textbooks, certification of teachers, budgeting and accounting procedures, controls with regard to the expenditure of funds, and limitations on local tax levies. In practice, control of schools is local only to the extent that state legislatures and agencies choose to permit. The courts have been crystal clear in referring to local school districts as arms of the state, creatures of the state, or agencies with limited responsibilities and functions which exercise a portion of the power of the state." (1) While it is clear that there is state direction of the public education process, it is by no means a monolithic structure. In most states, local school districts are substantially responsible for operations and financing the local share of education costs, including determining the local tax levy.

On the other hand, while state library agencies are now charged with important planning and funding responsibilities, it was not always so. Meanwhile, in many states, local library systems were established and grew without much state leadership or financial aid. Thus, it is understandable that local public library systems function today with a minimum of state controls and that the primary state-local relationship, in some states, is the administration of L.S.C.A. funds. With the state library legal base typically expressed in permissive rather than mandatory terms, with the generally weak position of state library agencies in the administrative hierarchy, and with quite limited state financial support, it is not surprising that the pattern of state local relationships in the field of library services stands in contrast to that in the education field.

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(1) Alternative Programs for Financing Education, Vol 5., National Educational Finance Project, p. 106.

Judicial Interpretation of the Legal Status of Public Libraries

It is clear from the preceding analysis of legal base, organizational pattern and state-local relationships of public libraries and public education that there are both similarities and differences. The most significant difference, of course, is that public education is usually based on constitutional or specific statutory authority and the function represents a state mandate to provide educational services. There is activity in some states, however, to improve the legal base underpinning the development of public library services. Maryland, for example, recently amended its laws relating to public libraries and included the following statement of policy emphasizing the importance of library services development as an essential component of the educational system.(1)

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(1) Laws of the State of Maryland, Article 77, Chap. 16, Sec. 162.

> Public library resources and services are essential components of the educational system. They stimulate awareness and understanding of critical social issues, and assist individuals in reaching their highest potential for self-development. The State of Maryland, in collaboration with the counties and Baltimore City adopts the policy to continue the orderly development and maintenance of library facilities and services throughout the State. The State encourages and supports the development of coordinated programs and services with other libraries and institutions that will provide the widest possible access to the library and information resources of the State and insure more effective and economical services to all library users.

The question of whether public libraries are legally a part of public education has been also a subject of judicial review at state and national levels. Dr. Alex Ladenson, Editor of American Library Laws, has recently completed an analysis(2) of important court cases on this issue and the evidence is both affirmative and persuasive. Dr. Ladenson identifies state supreme court cases in nine states, as well as a federal case, all of which support the interpretation that libraries are educational institutions. The cases span a time frame of more than 90 years (from 1877 to 1971). The states represented are Colorado, Illinois, Indiana, Iowa, Kentucky, Massachusetts, Michigan, Missouri and Pennsylvania.

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(2) "Is the Public Library an Educational Institution?" Alex Ladenson, to be published soon in the Wilson Library Bulletin. (Text provided by Dr. Ladenson.)

One of the most significant cases, in Dr. Ladenson's judgment, was State ex rel. Carpenter v. St. Louis, 318 Mo. 870 (1928), in which the court ruled that a public library was an educational institution and that public library service is a state governmental function. When Missouri adopted a new constitution in 1945, it established that it was a policy of the state to promote and support free public libraries. A summary of these cases, including excerpts from the judicial opinion is presented in Appendix A.

Thus, judicial opinion in these nine states strongly support the theory that public libraries are educational institutions. A Federal case also supports this theory, and two states have confirmed it in their state constitutions. In some states the statutory relationship between public libraries and education is being reaffirmed. In view of the substantial legal support emphasizing the functional relationships between public libraries and public education, it would seem reasonable to expect some degree of comparability and consistency in the financing mechanisms providing state support for these related service areas. A later section examines and compares the two support systems in terms of their impact on local services. The next section examines in more detail the role of the public library in relation to public education.

III

The Role of The Public Library In Relation To Public Education

Early Concepts

Historically, the concerns of the public library have been linked with those of public education. Indeed, part of the rationale put forth by the trustees of the Boston Public Library, the first of the great nineteenth-century libraries to be established in a major American city, stemmed from the belief of the trustees that the public library would become

> ...the crowning glory of our system of City Schools; or in other words...an institution fitted to continue and increase the best effects of that system, by opening to all the means of self culture through books, for which these schools have been specifically qualifying them.

"Self-culture," "self-education," "adult education," "continuing learning," and "non-traditional study" are but variant phrases to describe processes through which mature people continue their education beyond their own school-age years.

Over time, the public library has been regarded as a logical site to stimulate those processes. In a straightforward but statesman-like way, William S. Learned of the Carnegie Foundation for the Advancement of Teaching expressed this concept well in 1924 when he proferred his treatise on The American Public Library and the Diffusion of Knowledge. The work was published at a time when renewed attention to adult education had been occasioned in the

United States by the problems of a post-war era. The need for the education of returning veterans and the social re-education of the many citizens, whose lives had been affected by the first World War, provoked a substantial growth in what was then called adult education. With considerable prescience, Learned called for the public library ot serve as "a community intelligence service," thus transforming its role as a "free community book exchange" into "an active intelligence center through the addition of a competent staff of scholars trained in fitting books to human needs." In the same year that Learned's work was published, 1924, the American Library Association, aided by the Carnegie Corporation of New York, appointed a Commission on the Library and Adult Education, which studied not only existing educational services in the libraries of the country but also posited several recommendations to aid in the furtherance of the public library's role in adult education. The depression years only increased the need for a community facility responsive to the needs of out-of-school and, more often than not in those troubled days, out-of-work adults.

Adult education and its manifestation in public libraries through the period of the second World War embraced a variety of techniques. Margaret E. Monroe has summarized these to include: planned reading programs and readers' advisory services for individual readers; services to community institutions; and finally library-sponsored group programs, such as film programs, or lecture series. So accepted did such activities become in public libraries, argues Miss Monroe, that they were no longer regarded as aspects of adult education but rather as standard services rendered consumers of public library services.

During the early 1950s, Helen Lyman Smith, head of the Adult Education Department of Buffalo Public Library, conducted a survey on behalf of the American Library Association of adult education activities in the public library. She concluded that the public libraries of the United States were providing adult education services to other agencies and groups using a variety of services, activities, materials, and personnel. Among these activities found by Smith were library participation in planning community-wide educational programs; rendering subjects and resources in program planning for community leaders; provision of information about adult educational opportunities; and the presentation of lectures and book reviews.

Educational and Societal Changes Impacting on the Public Library

Although such activities were further developed during the decade of the 1960s, so much happened in the educational and social spheres during that turbulent decade that the library's role in the society became the subject of scrutiny by professionals and outside observers. A whole generation of children, the product of baby boom generated in the early 1940s, reached high school and college age. Reared within an educational philosophy that stressed multiple resource use rather than the single textbook, these children and youth invaded the public libraries of the nation in search of materials for their ubiquitous term papers. So great was student use of the public library that the American Library Association sponsored a three-day core session in the midst of its 1962 annual conference, devoted to the issues facing the library profession in meeting the needs of students and the educational process. It is important, here, to remember that federal aid in support of both the libraries in the public schools and in institutions of higher education was then three years away. (It was only in 1965 that Congress enacted and the President approved aid programs to assist libraries of types other than the tax-supported public one.) Hence, the dilemma of the public librarians was quite real; could they, the question was begged, take on the role of resource supplier for all the students in the nation?

It was also during this period that many service agencies, including the public library, became increasingly aware of the changing configuration in the metropolitan area. Although harbingers of this change were known to many urban librarians early on in the new decade, they were given greater emphasis by the Symposium on Library Functions in the Changing Metropolis, sponsored by the National Book Committee and the Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University. Held in May of 1963, the Symposium brought together a cadre of the nation's social scientists and the librarians of the major metropolitan libraries to discuss the issues of center-city decline, suburban growth, and the increasing growth of a largely undereducated inner-city population. Split between the demands of a highly demanding group, i.e. the students, and the often unvoiced demands of a nascent community of new users of the library, the public librarian of the early 1960s felt slightly ambivalent. As one observer of the scene expressed the phenomenon: "Asked to balance the insistent questions of a would-be statistician or physicist with the often inarticulate demands of the near-illiterate, the librarian feels remotely like an inept juggler, his eye on two balls, entertaining no real hope of catching either the one or the other."

The year, 1965, served as a kind of turning point. President Johnson signed with alacrity measures to aid both the libraries of academe and those of the public schools (Higher Education Act, Title II, 1965; and Elementary and Secondary Education Act of 1965, Title II). For the first time, federal aid in support of libraries, other than public libraries, was instituted. The result was not perceivable at the outset, but an increased and highly sophisticated service for the nation's student population was now available through school libraries. This factor was particularly true in the nation's elementary and secondary schools, where library service was not so common in former times. As Nathan Glazer has observed: "When I went to the public elementary and high schools of New

York, there were no school libraries -- or if there were no one knew about them and no one used them. The pattern of book borrowing was confined to the public library."

Pressed at the outset of the decade with a demanding constituency, the public librarian by the mid-1960s turned with increasing concern to the changing needs of the adult populace, which, in the inner city, was no longer middle-class, or highly educated. The problems of inner-city blight have been given so much exposure that it is hardly necessary to detail them here. Suffice it to say that the major cities along the East Coast, in some parts of the mid-West, and even in other areas of the country showed a massive decline in the circulation figures of their principal public libraries. This decline is generally dated as beginning around 1965, and it has continued in some communities through the decade of the 1970s. The reasons are many and complex: fear of the streets, an in-migration of non-English speaking people, a lack of relevance on the part of the public library to a lower-class clientele, the declining purchasing power of straitened public library budgets to support new and auxilary services, and many others. Without sufficient financial backing to serve an hitherto unserved adult clientele, the urban public libraries of the nation faced the last quarter of the 20th century with a sense of misgiving about their mission and their role in the nation's future.

The Public Library as an Alternative Educational Resource

At the same time as the librarians were facing up to their own problems in once again attracting and holding an adult population, the nation's educators began to put considerable stress on the public library's role as an alternative to school-oriented education. This was a new and potentially far-reaching development. Some observers and critics of the social and educational scene called for a deschooled society, one which would restore educational values and render the educational services needed by the nation, but at the same time lessen the bureaucratized nature of the country's present school system. Perhaps, the most outspoken of these new critics was Ivan Illich, who called for a deschooled society with greater emphasis on self-directed learning. In his book, Deschooling Society (1972) Illich comments: "If the goals of learning were no longer dominated by schools and school teachers, the market for learners would be much more various and the definition of 'educational artifacts' would be less restrictive. There could be tool shops, libraries, laboratories, and gaming rooms....The professional personnel needed for this network would be much more like custodians, museum guides, or reference librarians than like teachers."

Although it is doubtful that Illich's schema for a re-directed schooling system would ever be effected in the United States, his ideas were reflected in the writings of other edu-

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cational critics. In discussing alternatives to our present conventional schooling system, John Holt, for example, suggests that the public library deserves greater scrutiny in our society. "In most places," he comments, "the schools are probably twenty to fifty times as large as the library and spend twenty to fifty times as much money. It is this kind of imbalance that we ought to change. Whatever money we put into institutions should go to those that are truly open, which anyone can use, without preconditions, and for his own purpose. Such institutions are what Illich, Reimer, and others call networks, and the public library is only one very special, and perhaps rather conventional example of these. Still it is worth looking at."

The concept that the public library should serve as an alternative to the formalized educational structure of the United States rather than as a corollary or supporting arm to it was given further credence by the work of the Commission on Non-Traditional Study, a group of 26 educators chaired by Samuel B. Gould. In its report, Diversity by Design (1973), the Commission argued for a strengthened public library, one with the capacity "to become a far more powerful instrument for non-traditional education than is now the case." The Commission further commented:

> Public libraries have too long been regarded as passive conveyors of information or recreation, available when needed, but not playing or expected to play, active roled in the educational process. Their vast capabilities have often been ignored. In truth, the public library is literally a college around the corner.

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To many librarian readers of the Commission's report, the "college around the corner" may have seemed a simple restatement of Alvin Johnson's coinage, "the public library: the people's university," first enunciated in 1938. Nonetheless, with the increasing emphasis on such ideas as the "open university," the "university without walls," the external degree, and other alternative educational devices, the public library in a number of major American cities has cooperated with the College Entrance Examination Board (CEEB) to establish a College Level Examination Program (CLEP) through which adults made use of branch facilities for independent study toward the achievement of college-level credits. Local institutions of higher learning supplied the instruction and prepared the reading lists, while the libraries provided the necessary environment for the independent student and the necessary resources for his work. The Dallas Public Library served as the pilot site for the CLEP experiment. Their handling of the situation has been fully detailed in The Public Library in Non-Traditional Education by Jean S. Brooks and David L. Reich, two DPL officials, who were instrumental in implementing the independent study program.

Conclusion

From its inception, the public library in this country was regarded as an informal agency for the education and edification

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of adults. Services to children, as a generalized phenomenon among libraries, was a far later development. It is not without irony that new spokesmen for a more liberal approach to the learning process for maturer Americans see so clearly now a defined role for the public library in non-traditional study and in continuing or life-long education. At mid-nineteenth century, the public library was perceived by its founders as the most effective, convenient, and economical way to provide information "for the whole people in the subsequent and much more capable and valuable periods of life." Had public libraries proved more competitive in the educational arena, attracting a larger proportion of the educational budget, they might not need many of the recommendations which now call for their expanded role. Suffice it to say here that the librarians have over the course of almost two centuries perceived their role as one of aid and assistance to the independent learner. Whether such efforts were called adult education, or continuing learning, or non-traditional study is not of great importance; what is of importance is the assessment of the present strength of the public library, in terms of resources and personnel, to carry out the mission which the educational community at large now calls for, and which the library community has from its inception always recognized.

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IV

Comparison of State-Local Fiscal Support Patterns for Public Libraries and Local Schools

Introduction

Thus far this analysis has focussed on similarities and differences in historical bases, developmental patterns, objectives, functions, legal bases, and organizational structures between public libraries and public education. In the fiscal support analyses which follow, the emphasis shifts to an examination of contrasts. The shift is realistic, not a manipulation of data to demonstrate a particular point of view. State aid payments to local schools represent a major portion of the general fund budget in many states. State subsidies to local public libraries are miniscule by comparison. The objective of the analysis is not based on some premise of parity in library and education subsidies from the state, nor does it reflect any notion that equivalent funding is required. Rather, the hypothesis is that, given developmental, functional, organizational similarities, not to mention judicial determinations relating the two functions, there should be some relationship in the level and nature of state fiscal support. To that end, the analysis examines funding disparities and compares trends patterns and mechanisms in the state-local fiscal support of libraries and schools.

Recent Trends

Comparative analyses make it clear that the public library has low priority in the array of public services that are provided and financed primarily by local governments with some assistance from the states and the Federal government. Witness the fact that state-local expenditures for public libraries accounts for only one-half of one percent of total general expenditure.

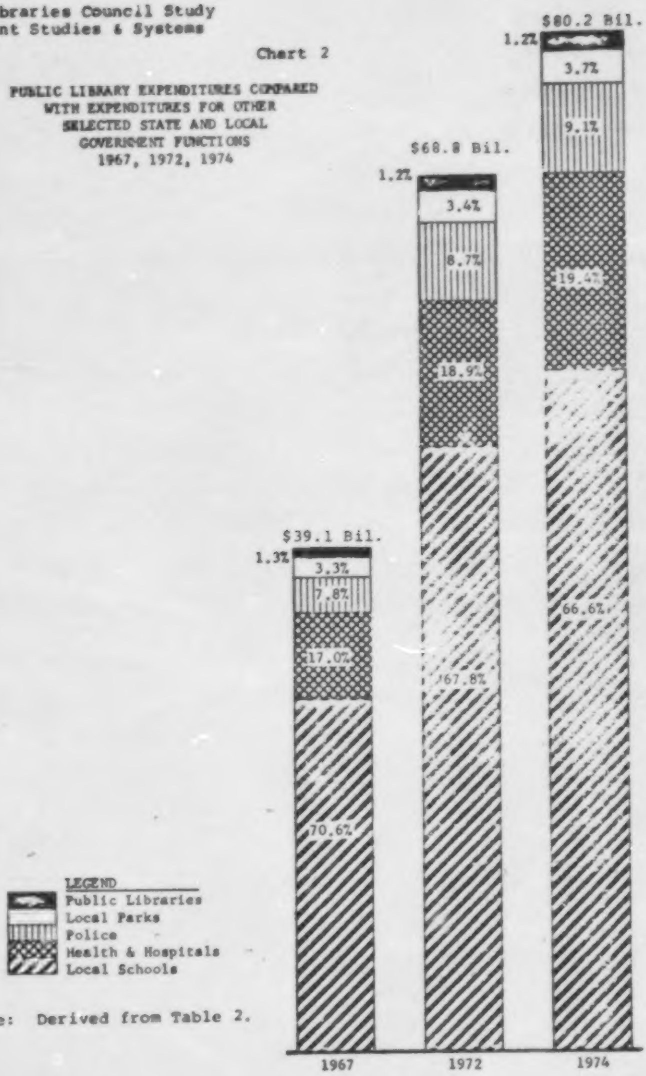
When the public library function is related to four other people-oriented activities of local government--local schools, health and hospitals, police, and parks and recreation--libraries have barely held their own since 1967 (Chart 2 and Table 2). Indeed, the library share has lost some ground, dropping from 1.3 percent of the $39.1 billion spent for the five purposes in 1967 to 1.2 percent of the $80.2 billion in 1974, and about the same proportion of the $93.3 billion spent in 1975 for those functions. While total expenditure for the five functions grew almost 2 1/2-fold between 1967 and 1975, public library expenditure barely doubled during the same period.

Interestingly, the growth trend for local schools has also fared poorly in the past eight years. Between 1967 and 1972, the annual rate of increase for both local schools and public libraries was considerably below the average for all functions. Total general expenditures grew during that half-decade at an average annual rate of 12.5 percent; schools at 11.1 percent and public libraries, 9.5 percent. The next two years (1972-74) experienced a general slowdown in state-local expenditures, to 8.7 percent annually. Public libraries

Urban Libraries Council Study
Government Studies & Systems

Chart 2

PUBLIC LIBRARY EXPENDITURES COMPARED WITH EXPENDITURES FOR OTHER SELECTED STATE AND LOCAL GOVERNMENT FUNCTIONS 1967, 1972, 1974



Source: Derived from Table 2.

TABLE 2

Comparison of Expenditures for Selected State and Local Government Functions, 1975, 1974, 1972 and 1967 (in millions)

	Expenditures			
Selected Functions	1975	1974	1972	1967
Public libraries	$ 1,119	$ 968	$ 816	$ 518
Local schools	61,485	53,059	46,671	27,590
Health and Hospitals	18,847	15,945	13,023	6,640
Police	8,387	7,289	6,005	3,049
Local parks and recreation	3,462	2,951	2,318	1,291
Total Selected Functions	$ 93,300	$ 80,212	$ 68,833	$ 39,088

Source: Bureau of the Census, *Governmental Finances in 1973-74*; *Census of Governments, 1967*, Vol. 4, No. 5: Compendium of Government Finances; and *Census of Governments, 1972*, Vol. 4, No. 5: Compendium of Government Finances. *Government Finances in 1974-1975*.

did slightly better--8.9 percent. But in the face of a declining school population, growing public disaffection with the quality of education and a citizen revolt against rising school taxes and indebtedness, the rate of increase for local schools dropped to almost half the previous rate--6.6 percent. As a result, the local school share of expenditures for our selected functions declined even more than did the library share--from 70.6 percent in 1967 to 66.6 percent in 1974 (and 65.9 percent in 1975).

By 1975, double-digit inflation had caught up with all governmental functions, including public libraries and local schools. Expenditure for our five selected functions increased by 16.3 percent between 1974 and 1975. Public libraries and education rose at a slightly slower pace--15.6 and 15.9 percent, respectively.

Looking at public libraries as an integral part of the whole educational process, we find, of course, that the resources devoted to the public libraries are infinitesimal--less than two percent of the total, as the following table shows.

	Expenditure (Millions)			Percent Distribution	
Year	Total	Local Schools	Public Libraries	Local Schools	Public Libraries
1975	$62,604	$61,485	$1,119	98.21%	1.79%
1974	54,027	53,059	968	98.21	1.79
1972	47,487	46,671	816	98.28	1.72
1967	28,108	27,590	518	98.16	1.84

The public library share actually dropped slightly, from 1.84 percent in 1967 to 1.79 percent in 1974 and 1975.

State Fiscal Support

The states have long recognized their role in helping to finance local schools, and recent court cases, such as Rodriguez, Serrano, and others, have fortified the notion that each state has an overriding obligation to assure the same quality of schooling to all of its inhabitants regardless of interlocal differentials in available resources. In response to these landmark rulings, states are reexamining rigorously their education subsidy mechanisms. For the same reasons, the equalization performance of public library subsidy mechanisms should also be reexamined.

The state share of local school financing far exceeds that for any other function. Nationally, in 1975 states provided from their own revenue sources 43.6 percent of the local school bill, with 7.8 percent coming from the Federal government and 48.6 percent from local governments (Table 3). This contrasts with state support of only 12.9 percent for libraries. The state share has been growing for both functions--from 40.2 percent in 1972 for schools and 10.8 percent for libraries. (See Appendix B, tables 1 and 2 for 1974 and 1972 data.)

Chart 3 shows graphically the considerable interstate variation in state support for libraries and schools. State library support ranged from about 2 percent in California to more than one-third in Kentucky and Georgia.(1) State school support ranged from a low of 7.2 percent in New Hampshire to almost 70 percent in Delaware and North Carolina.(1) Only

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(1) Hawaii provides virtually 100 percent of the non-federal support for both schools and libraries.

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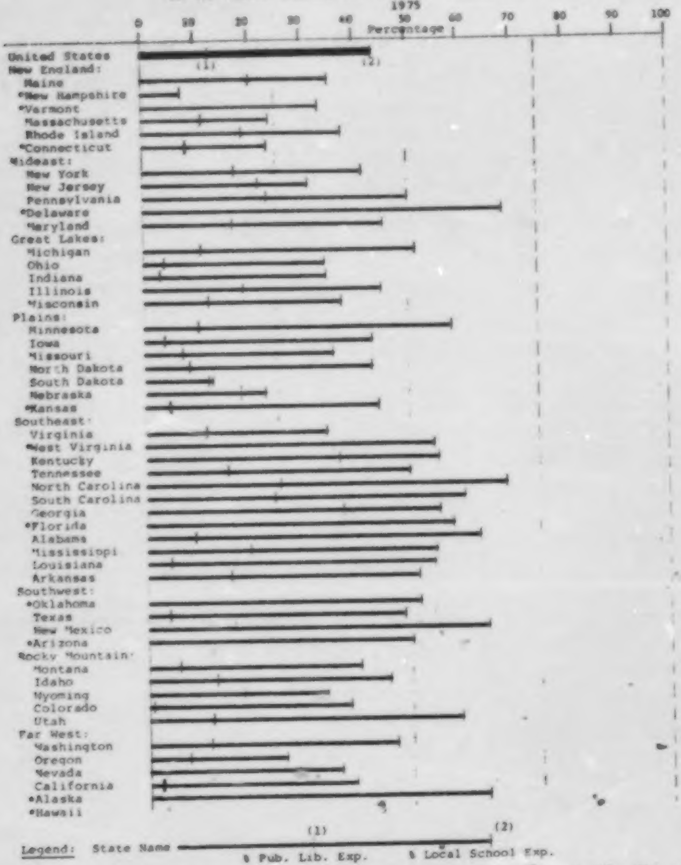
Chart 3

Comparison of State Fiscal Support Levels (Percentages)
of (1) Public Library and (2) Public Education Expenditures
1975



*: 1975 Library data not available for N.H., Vt., Conn., Del., Kans, W. Va., Fla., Okla., Ariz., Alaska. (1974 data used for Conn. and Kan.) Both public libraries and public education are state financed services in Hawaii.

Source: Library data shown in Table 3 compiled from State survey questionnaire used in NCLIS study "Evaluation of Effectiveness of the Funding of Public Libraries". Education expenditure data from "Estimates of School Statistics", 1971-76, 1973-74 and 1974-75, Research Projects prepared by National Education Association.

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Table 3

Comparison of Percent Distribution of Expenditures for Public Library and Public Education by Governmental Source of Financing, by States and Regions, 1975

State	Percent Distribution Public Libraries			Percent Distribution Local Schools		
	Federal	State	Local	Federal	State	Local
United States	5.0	12.9	82.1	7.8	43.6	48.6
New England:	3.5	12.7	83.8	4.9	24.9	70.2
Maine	11.1	20.1	68.8	9.3	35.0	55.7
New Hampshire	N.A.	N.A.	N.A.	2.8	7.2	90.0
Vermont	N.A.	N.A.	N.A.	6.0	33.1	60.9
Massachusetts[1]	1.9	11.1	87.0	5.1	23.9	71.0
Rhode Island	10.1	18.6	71.3	8.8	35.5	55.7
Connecticut	N.A.	N.A.	N.A.	3.0	23.5	73.5
Mideast:	3.2	18.7	78.1	6.0	41.9	52.1
New York	2.1	17.1	80.8	4.7	41.3	54.0
New Jersey	2.9	21.7	75.4	5.6	31.2	63.1
Pennsylvania	6.6	23.2	70.2	7.8	49.9	42.3
Delaware	N.A.	N.A.	N.A.	7.2	68.1	24.6
Maryland[2]	5.0	16.6	78.4	6.7	45.1	40.2
Great Lakes:	4.2	10.4	85.4	5.1	41.6	53.3
Michigan[3,4]	4.8	10.8	84.4	3.8	51.3	44.9
Ohio	4.1	3.7	92.2	5.9	34.7	59.5
Indiana[5]	2.6	2.9	94.5	5.7	34.1	60.1
Illinois	4.9	18.5	76.6	5.4	44.6	50.0
Wisconsin	3.7	12.0	84.3	4.3	37.0	58.7
Plains:	7.9	8.8	83.3	6.8	42.9	50.3
Minnesota[6]	3.7	10.0	86.3	4.7	58.2	37.1
Iowa	8.6	3.8	87.6	5.8	42.9	51.3
Missouri	9.4	7.0	83.6	6.5	35.4	58.1
North Dakota	27.1	8.3	64.6	8.7	42.6	48.7
South Dakota	14.5	12.4	73.1	15.0	13.0	72.0
Nebraska	7.1	18.1	74.8	10.6	22.9	66.5
Kansas	N.A.	N.A.	N.A.	8.3	43.7	48.0
Southeast:	9.0	20.3	70.7	12.6	55.2	32.2
Virginia	3.9	11.3	84.8	10.6	34.0	55.3
West Virginia	N.A.	N.A.	N.A.	13.1	54.6	32.3
Kentucky	10.1	36.3	53.6	12.8	55.3	31.9
Tennessee	9.2	15.3	77.5	10.6	49.7	39.7
North Carolina[7,8]	10.6	25.2	64.2	11.8	68.3	19.9
South Carolina	9.7	24.1	66.2	14.2	60.2	25.7
Georgia	7.3	36.9	55.8	12.6	55.3	32.1
Florida	N.A.	N.A.	N.A.	8.4	58.0	33.6
Alabama	16.7	8.9	74.4	14.0	63.1	22.9
Mississippi	13.3	19.2	67.5	23.0	54.6	22.3
Louisiana	7.4	4.2	88.4	17.4	54.2	28.4
Arkansas	18.2	15.5	66.3	16.2	51.0	32.9
Southwest:	12.2	5.3	82.5	10.5	50.1	39.4
Oklahoma	N.A.	N.A.	N.A.	10.7	51.2	38.8
Texas	12.5	3.9	83.6	10.2	48.4	41.4
New Mexico[9]	10.4	16.0	73.6	17.0	64.5	18.4
Arizona	N.A.	N.A.	N.A.	9.9	49.8	41.3
Rocky Mountain:	12.0	7.1	80.9	7.6	42.9	49.5
Montana	17.3	5.8	76.9	8.4	39.7	52.0
Idaho	17.8	12.5	69.7	11.9	45.3	42.7
Wyoming	12.9	17.6	69.5	9.3	33.3	57.4
Colorado	11.3	.6	88.1	6.4	37.8	55.8
Utah	7.7	14.2	78.1	6.9	58.2	34.9
Far West:	3.0	3.9	93.1	8.6	38.4	53.0
Washington	4.3	11.4	84.3	7.9	46.5	45.6
Oregon	6.2	7.1	86.7	5.8	25.5	68.7
Nevada	9.0	21.8	69.2	6.7	36.0	57.3
California	2.4	2.1	95.5	9.0	38.6	52.4
Alaska	N.A.	N.A.	N.A.	18.3	64.2	17.5
Hawaii	6.7	93.3	0	8.3	88.7	3.0

Source: See footnote, Chart 3, and Appendix B.

five states provided less than one-fourth of the local school financing. By way of contrast, only 3 of the 42 states for which library data are available provided more than one-fourth of the library financing.

There is also considerable interstate variation in the relationship between the levels of state financing for libraries and education. As Chart 3 indicates, for example, of the 12 states that provided more than 50 percent of educational expenditures, 9 also provided a share of public library expenditures higher than the national average of 12.9 percent. In two of these states, Kentucky and Georgia, the state share of library expenditures was 36 and 37 percent respectively. Most of these states were in the Southeast Region. A number of the larger states in the Northeast, including Rhode Island, New York, New Jersey, Pennsylvania, Maryland and Illinois, provided a lower percentage of local school funds and a larger than average share of public library expenditures.

State Fiscal Capacity and Effort

Local governments, especially the urban metropolitan centers, are finding it increasingly difficult to meet the growing demands on their treasuries. Property tax bases still the major source of local financing, are not keeping up with inflated expenditure trends. General revenue sharing has, by and large, helped to maintain current service levels and only in rare cases to expand services. Public libraries have felt the effects of the fiscal crunch more than most local services because, more than most functions they have depended on local revenue resources for their financing.

While the fiscal condition of state governments has not been as critical as that of their local governments, many also face a dismal situation. Can the states pick up more of the local school and public library load than they already do? There is evidence that some can, but that a considerable number--particularly those in the industrialized Northeast and Midwest--would find it extremely difficult to do so.

A new measure of state-local fiscal stress has recently been developed by staff members of the Advisory Commission on Intergovernmental Relations (ACIR), which makes it possible to rank the states according to their "fiscal blood pressure." This measure takes into account not only a state's current fiscal (tax) effort but also the trend of its fiscal (tax) effort over time.[1]

The simplest and most readily available measure of tax effort is the ratio between a state's and its local governments' tax collections and the aggregate income of its residents. Resident income is used as a measure of tax capacity (the tax base). Because taxes are not levied entirely on income, however, this measure presents some problems. For example, it understates the taxable base of mineral-rich states and of tourism states, as well as property-rich farm states. It overstates the base of the states with obsolescent industrial plants--mostly in the Northeast and Midwest.

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[1] John Ross and John Shannon, Measuring the Fiscal "Blood Pressure" of the States: Some Warning Signs for our Federal System and Alternative Prescriptions. (Paper presented at the Conference on State and Local Finance, the University of Oklahoma, Norman, Oklahoma, October 15, 1976.

To overcome these shortcomings, the ACIR staff has adjusted personal income data to take account of fiscal capacity estimates based on the yield of a state's tax system that makes average use of all its taxable resources. Table 4 presents the results of this set of estimates by dividing the states into four groups based on their "fiscal blood pressure." The 17 states in the upper right-hand quadrant (those with both a high current fiscal effort and a rising fiscal effort relative to national averages) are under the greatest fiscal stress. The 18 states in the lower left-hand quadrant ("low and falling") are in relatively good fiscal condition. Thus New York, with a fiscal "blood pressure" of 169/477 is in dire fiscal straits--a fact that has been highly publicized in recent months. New Hampshire, which has made a fetish of keeping taxes (and government services) low, has a low fiscal "blood pressure" of 78/-30 - that is, its current fiscal effort is 78% of the national average and its fiscal effort actually has been falling relative to the national trend.

To provide some notion as to the locus of the fiscal pressures or lack of them - state vs. local - added in parentheses is each state's percentage of state-local tax collections. By this measure, two-thirds of the states in the "low and falling" group raise an above-average portion of state-local taxes at the state level. Many of them are "sunbelt" states, which are gaining population and drawing industry at the expense of the Northeastern and Midwestern

A TWO DIMENSIONAL FISCAL PRESSURE INDEX USING ADJUSTED RESIDENT PERSONAL[1/] INCOME TO ESTIMATE FISCAL CAPACITY

(INDEXED ON MEDIAN)
1964-1974

High and Falling

Wisconsin	132*/87**	(64.6)
Hawaii	125/63	(78.0)
Vermont	122/55	(56.8)
Washington	109/98	(64.9)
Utah	104/86	(65.4)
Arizona	101/21	(64.1)
Colorado	101/-13	(54.2)
Iowa	100/3	(58.0)

High and Rising

New York	169/477	(48.1)
Massachusetts	145/366	(46.8)
Rhode Island	128/281	(58.5)
Maine	126/260	(61.0)
California	126/232	(52.0)
Minnesota	125/142	(68.3)
Michigan	123/278	(55.8)
Maryland	122/329	(58.0)
Pennsylvania	118/292	(62.9)
Illinois	114/374	(54.2)
New Jersey	114/316	(39.6)
Connecticut	113/224	(49.1)
Mississippi	107/175	(76.2)
District of Columbia	105/426	
South Carolina	102/195	(76.2)
Indiana	102/115	(60.2)
Delaware	101/338	(79.9)

Low and Falling

Kansas	99/31	(56.7)
New Mexico	98/93	(82.7)
Oregon	98/55	(54.6)
North Carolina	96/99	(66.5)
Louisiana	96/34	(71.2)
Montana	95/43	(50.8)
Idaho	94/28	(68.8)
South Dakota	94/-117	(46.1)
Georgia	93/100	(61.9)
Alabama	90/84	(74.1)
Tennessee	90/35	(53.8)
North Dakota	86/-190	(67.7)
Texas	85/64	(57.7)
Florida	84/90	(64.1)
Wyoming	82/70	(54.7)
Oklahoma	80/15	(67.6)
Alaska	81/-172	(68.4)
New Hampshire	78/-38	(40.1)

Low and Rising

Virginia	100/366	(50.5)
West Virginia	100/116	(77.3)
Missouri	96/213	(47.9)
Ohio	94/188	(49.2)
Kentucky	94/171	(76.0)
Nebraska	90/211	(47.6)
Nevada	90/149	(58.5)
Arkansas	83/120	(76.1)

Source: See Footnote p. 44. Parenthetic numbers added (data from Bureau of the Census, Governmental Finances in 1974-75).

* Fiscal pressure for 1974.
**The change is from 1964-74. Source: ACIR staff estimates based on U.S. Department of Commerce, Office of Business Economics, Survey of Current Business, various years; and U.S. Bureau of the Census, Governmental Finances, various years.

[1/] Adjusted resident personal income is explained in Appendix B of the Ross/Shannon paper.

Numbers in parentheses represent the state percentage share of state-local tax collections in 1974-75. U.S. average = 56.7%.

states, many of which are in the "high and rising" quadrant. A number of the states in the "low and falling" quadrant, where the state government tax share is high, are also among those that already finance an above-average proportion of both school and library costs (e.g., N.M., N.C., Ga. and Ala.). Such states could presumably afford to raise their school and library expenditures at either the state or the local government levels. Those states in the "low and falling" quadrant with average or below-average state shares could readily increase state-level taxes to bolster state support for schools and libraries (e.g., Kan., Ore., Mont., S.D., and N.H.).

Seven of the 16 states in the "high and rising" quadrant have below-average state-level taxes (N.Y., Mass., Cal., Mich., Ill., N.J., and Conn.). Some of these states, like New York, Michigan and Illinois already share at close-to, or better-than average rates in both library and school support. Others, like Massachusetts, California, New Jersey and Connecticut, provide below-average support for schools and libraries. New Jersey, which recently enacted a state personal income tax will probably be able to build up its school and library support. Connecticut could do the same if the state were also to enact a broad-based income tax.

Comparison of State-Aid for Libraries and Local Schools

The tremendous difference between state-support[1] of local schools and public libraries is clearly demonstrated by the data presented in Table 5. On a national basis, the per capita state aid for education is $146 compared to $.68 for public libraries. The median per capita state education subsidy is $134 and, as shown on Chart 4 there is a fairly high consistency in the values for individual states. The median public library aid per capita is $.53 and there is a wider variation in the state-by-state values. Of the 45 states reporting data, the highest per capita library aid is 26 times the low value while the highest per capita education is only 5 times the low value.

Comparisons of the state-by-state per capita values demonstrate the point. In state-aid for public education, only four states had a per capita subsidy of less than $100. At the other extreme 10 states had per capita aid in excess of $170. The lowest state per capita aid was $41 in New Hampshire where, as previously mentioned, the effort to hold down governmental costs (and services) is almost a fetish. The highest value was in Alaska which perhaps should be considered as a special case. Below that high, Arizona and North Carolina had per capita aid of $203, followed closely by New Mexico at $202. The Regional range is $106 to $163.

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[1] Per capita state-aid figures shown in Table 5 include Federal funds distributed by the state to local schools and local libraries. In the case of library aid, in seven states Federal funds represent 100 percent of state aid; in fourteen other states, Federal funds represent 50 percent to 100 percent of state-aid. Five additional states distribute neither state nor Federal funds.

Table 5

Comparison of State-Aid Per Capita for Public Libraries and Public Education, 1975

	Public Education	Public Libraries(1)
United States	$146	.68
Median State	134	.53
New England:	$106	.67
Maine	142	.13
New Hampshire	61	N.A.
Vermont	115	.24*
Massachusetts	136	.87
Rhode Island	102	1.21
Connecticut	101	.39**
Mideast:	163	1.30
New York	186	1.65
New Jersey	110	1.53
Pennsylvania	154	.91
Delaware	192	N.A.
Maryland	171	1.23
Great Lakes:	127	.59
Michigan	143	.66
Ohio	107	.32**
Indiana	97	--
Illinois	152	1.00
Wisconsin	134	.81
Plains:	121	.50
Minnesota	196	.70
Iowa	146	.56**
Missouri	112	.45**
North Dakota	133	.57*
South Dakota	62	--
Nebraska	76	.29**
Kansas	121	.49**
Southeast:	141	.64
Virginia	127	.40
West Virginia	155	.54
Kentucky	115	.94
Tennessee	10[illegible]	--
North Carolina	203	.92
South Carolina	128	.54
Georgia	132	1.56
Florida	169	N.A.
Alabama	129	.51**
Mississippi	153	.66
Louisiana	160	.15*
Arkansas	116	.50**
Southwest:	163	.31
Oklahoma	115	N.A.
Texas	133	.33**
New Mexico	202	.09**
Arizona	203	N.A.
Rocky Mountain:	147	.21
Montana	125	.30*
Idaho	122	.04**
Wyoming	135	--
Colorado	151	.06*
Utah	185.	.10*
Far West:	152	.22
Washington	156	.20**
Oregon	110	.08*
Nevada	157	.45**
California	183	.23**
Alaska	354	.57
Hawaii	---	--

- No state-aid system
* 100% Federal funds
** 50% to 100% Federal funds

(1) State aid includes Federal (LSCA and GRS) funds. See Footnote, page 48.

Source: State Government Finances in 1975, Bureau of Census (GF75 No. 3)
Public library values derived from NCLIS survey of state library officers.

The variation in library per capita aid is extremely wide ranging from $.06 in Colorado to $1.65 in New York. Hawaii has a unified state-wide services with no local government fiscal support. Six predominantly industrial states had per capita public library aid values of $1.00 or more:

New York ($1.65); Georgia ($1.56); New Jersey ($1.53); Maryland ($1.23); Rhode Island ($1.21); Illinois ($1.00).

It is interesting to note that the group of 20 states with per capita aid values above the median ($.53) includes eight heavily populated, industrialized states in the Northeastern Regions. These states are Masachusetts ($.87); Rhode Island ($1.21); New York ($1.65); New Jersey ($1.53); Maryland ($.91), Illinois ($1.00), Michigan ($.66), and Pennsylvania ($.91). The total population of these eight states represents 32 percent of the national population. Of the remaining 12 states in the group above the per capita median value of $.53, six are Southeast states. The total group includes:

West Virginia
Georgia
North Carolina
South Carolina
Kentucky
Mississippi

Minnesota
Iowa
North Dakota
Idaho
Alaska
Wisconsin

These mostly rural states scattered throughout various regions of the nation represent only 16 percent of the national population. The point is that, collectively, the states with above average per capita library aid represent about 48 percent of the nation's population. Further, most of this population is concentrated in a small number of these states.

On a regional basis, the average of states' per capita library aid ranged from $.21 in the Rocky Mountain Region to $1.38 in the Mideast Region. The per capita aid of seven of the eight regions was less than $1.00. A comparative ranking of the regions according to per capita education and library aid is shown below.

Rank of Regions in Public Education and
Public Library Aid, Per Capita
(High to Low)

Rank	Public Education		Rank	Public Libraries	
1	Mideast	$163	1	Mideast	$1.38
1	Southwest	163	2	New England	.67
2	Farwest	152	3	Southeast	.64
3	Rocky Mountain	147	4	Great Lakes	.59
4	Southeast	141	5	Plains	.50
5	Great Lakes	127	6	Southwest	.31
6	Plains	121	7	Farwest	.22
7	New England	106	8	Rocky Mountain	.21

A whole range of factors could be advanced to explain these regional rankings. The Mideast states have long traditions of providing public education and public library services. In this connection, it should be remembered that many of these states are included among those with a high fiscal "blood pressure," as earlier described. The New England Region ranks lowest in public education and second highest in public library aid. This is perhaps due in part to a combination of factors including increasing fiscal stress, declining school enrollment and a valued tradition of public library services. Rather the reverse situation may explain the disparate rankings of the Southwest Region. These states have special problems in providing educational services and their taxable resources are increasing. Public library services may be in a low developmental state. Clearly, these regional and state comparative rankings provide a basis for influencing individual states to improve their fiscal support of public libraries. Individual state-by-state disparities are shown graphically on Chart 4.

Mechanisms for Distributing State Aid to Public Libraries

The scope of this study did not include a detailed evaluation of formulas and criteria used as bases to distribute state-aid to local libraries. It is apparent, however, that a wide variety of systems are used and that few of these would satisfy the equalization criteria established as a result of the Serrano and Rodriguez decisions. As shown in table 6, a large proportion (45 percent) of state-aid to libraries in 1975 was distributed on a per capita basis. Flat grants and discretionary grants accounted for another 26 percent. Definitions of the various types of state-aid used in table 6 are as follows:

Equalization aid - State aid distributed in relation to local fiscal capacity (for example, equalized assessed value) or local fiscal effort (for example, yield of a specified mill levy).

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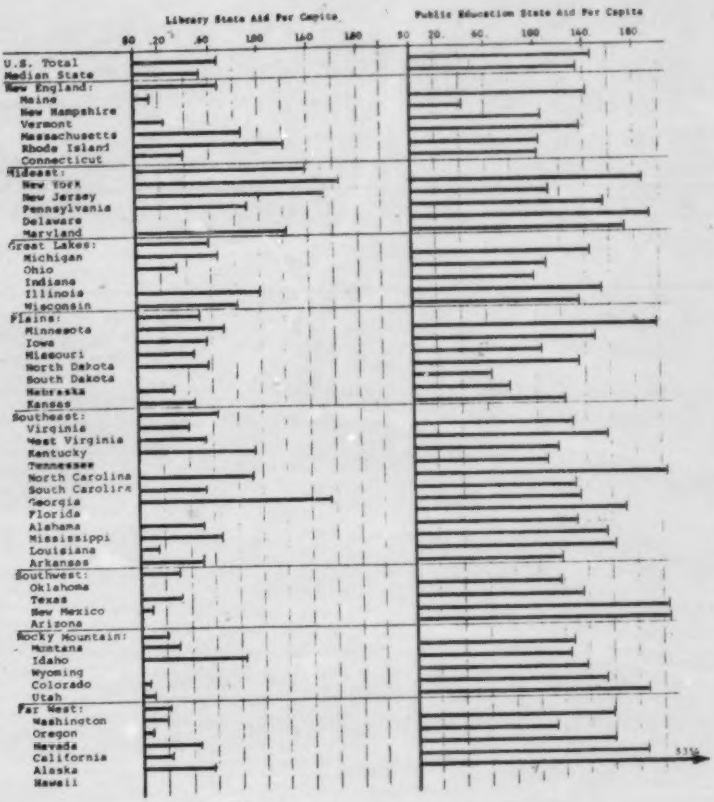
CHART 4

Comparison of State-Aid Per Capita for Public Libraries
And Public Education 1975



Source: Derived from Table 7

Data on state aid for libraries were not available for New Hampshire, Delaware, Florida, Oklahoma, and Arizona. In addition, four states (Indiana, S. Dakota, Tennessee and Wyoming) do not distribute any state or Federal funds to local libraries, and Hawaii has a unified state supported system.

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Table 6

State Funds Distributed to Local Libraries and Percent by Type of Aid System, 1975

	State Library Aid (1) (000)	Percent of Total by Type of Aid System (1)						
		Equalization	Per Capita	Area Served	Flat Grants	Reim-bursement	Discretionary	Other
United States	$105,489		45	9	15	8	11	1
Alabama	650		100					
Alaska	149				6	94		
Arizona	N.A.							
Arkansas	535						100	
California	1,000	100						
Colorado	*							
Connecticut	500		50		50			
Delaware	N.A.							
Dist. of Columbia	N.A.							
Florida	N.A.							
Georgia	6,519				100			
Hawaii	*							
Idaho	235		12			86	1.5	[illegible]
Illinois	11,142	1.5	71	12.5	1	5		1:
Indiana	*							
Iowa	494		100					
Kansas	300		100					
Kentucky	2,791						100	
Louisiana	*							
Maine	105		76					2-
Maryland	3,521	100						
Massachusetts	4,643		99		1			
Michigan	4,576		56	42		2		
Minnesota	1,936	21	51	13	12		3	9:
Mississippi	966							
Missouri	812		86			13	1	
Montana	*							
Nebraska	200		74	16			10	
Nevada	37						100	
New Hampshire	N.A.							
New Jersey	10,000		72	22	6			
New Mexico	150		23		67			1
New York	26,811	6	32	9	14	26	13	
North Carolina	3,454						100	
North Dakota	*							
Ohio	632	58				42		
Oklahoma	N.A.							
Oregon	*							
Pennsylvania	8,701	1	82		9			1
Rhode Island	575		34	58	4	2	2	
South Carolina	907		100					
South Dakota	*							
Tennessee	*							
Texas	50		100					
Utah	*							
Vermont	*							
Virginia	1,228							10:
Washington	27							10:
West Virginia	701		100					32
Wisconsin	11,142		47	17				
Wyoming	*							
Puerto Rico	N.A.							

N.A. - Not Available

* - No State Aid Reported

Source: State Survey Questionnaire

(1) Excludes Federal (LSCA and/or GRS) funds distributed by states to local libraries.

Per capita aid - State aid distributed in proportion to population served.

Area aid - State aid distributed in proportion to area (square miles) served.

Flat grants - State aid distributed in equal dollar amounts per library or library system, sometimes varied by class of library.

Partial reimbursement of local expenditure - Payment of a specified portion of local expenditure for specified purposes (for example, operation and maintenance costs; eligible capital project costs).

Discretionary aid - Distribution of state funds as determined by the state agency charged with oversight of the public library system.

School aid formulas, by comparison, are more sensitive funding instruments and are much more responsive to differential needs for service and local capacity to support service. General summaries of basic characteristics of the state-aid systems for public libraries and public education are presented in Appendices C and D. These materials can be used by state and local library officials and groups to compare their own aid systems with other states. An early effort should be made to develop specific state-by-state guidelines to assess and improve the state-aid formulas for distributing funds to local libraries.

V

A Strategy for Improving State Fiscal Support of Public Libraries

Conclusions and Recommendations

The basic premise of this paper is that libraries, specifically public libraries, and local schools are integral parts of the states' mandate to provide public educational services, and that therefore the pattern and level of state fiscal support for public libraries and local schools should be more closely related. It was noted that the goal was not to seek parity or equivalency in the amount of fiscal support. Rather, the goal is to show that, in terms of the present function of public libraries and the level of state support they now receive, the public library is an undervalued resource. Further, the goal is to show that a need and valid rationale exist for state use in increasing the amount of state aid for public libraries and improving the present system of state public library support.

The preceding sections have attempted to establish the basic premise by demonstrating the following major relationships between public libraries and local schools, and their respective state fiscal support systems.

1. On a national basis, public libraries are essentially supported by local government. Source of support data for 1975 indicated that local government provided 82 percent, state government provided 13 percent, and the Federal

government 5 percent. In contrast, the pattern of support for local schools is 44 percent from the states, 48 percent from local government and 8 percent from the Federal government.

2. The historical development and growth of public education and public libraries are closely parallel and represent a comparable, if not unified, response to the same societal needs for education and knowledge - in both the broadest and most specific contexts.

3. The growth of compulsory education in conjunction with economic, social and political changes and demands of a developing America led to formulation of public education as a nationwide governmental and political institution. Historically, the public library was excluded from this developing configuration and, at the community and state levels, it developed under a more passive, service orientation with a low political profile. That historical image has changed markedly in recent decades.

4. Accordingly, the constitutional and statutory bases underlying public education and public libraries are substantially dissimilar. Essentially, the basic difference is that public education is a mandated responsibility of state government supported by a state-wide, aggressive, politically based constituency. Public libraries, on the other hand, are merely authorized or permitted by state statute. New more definitive state statutes and policy bases are emerging.

5. Organizationally, the public education function is housed in a major state department with cabinet level status. The public library function, in contrast, is usually established as either a unit of the state department of education or as a separate board or commission with, more often than not, only illusory access to the governor or the chief state education officer. Nonetheless, there are an increasing number of organizational and operational relationships between the two functions.

6. The courts in numerous decisions have reaffirmed clearly and continuously over the years the basic functional and governmental relationships between public education and public libraries. They have, in fact, stated repeatedly that public libraries and public education are integrally related and that state governments have responsibilities for their joint development and maintenance.

7. New demands placed on public education along with substantial dissatisfaction with the present form and structure of educational offerings are well recognized. Alternative and expanded educational services of the future can be expected to utilize heavily the library and information services of the public library. This represents a new and expanded role for the public library and it must be prepared fiscally and functionally to meet this new societal need.

8. Presently, the public library has low priority in the array of public services provided and financed by local governments. Library expenditures requirements have not kept pace with other state-local expenditures or with inflationary pressures. Library expenditures are miniscule (less than 2 percent) compared to public education costs.

9. On a national basis, the per capita state aid for education is $146 compared to $.68 for public libraries. Moreover, this is an extremely wide variation in per capita library aid among the states ranging from $.06 (Colorado) to $1.65 (New York). Among the states in 1975, state library support ranged from 2 percent in California to more than 36 percent in Kentucky and Georgia. By comparison, state support for schools was a much more consistent and higher percentage of expenditures.

10. States vary substantially in their ability to assume new service costs and in the effort they have made to provide public library fiscal support. It is possible to measure the capacity and effort that characterize each state's fiscal situation and to rank their public library aid effort and their fiscal ability to assume additional costs. Many states, particularly those in the Northeast rank relatively high in their current expenditure effort and relatively low in their capacity to assume additional costs. On the other hand, about an equal number of states, mostly in the Southwest and Western regions rank low in their expenditure effort and high in their capacity to assume further costs.

11. Public library aid systems and subsidy formulas are crude fiscal support instruments compared to those supporting public education. The major portion of public library aid is provided through per capita, flat or discretionary grants. Only 7 percent of state-aid is provided through equalization formulas. Eleven states (excluding Hawaii) provide no state-aid. Public education aid systems are much more refined and responsive to differing local fiscal capacities and needs. In 1972, over 60 percent of school aid was provided through equalizing formulas. In addition, state aid formulas typically compensate for one or more of the following cost-related factors:

- grade level differences
- special education
- compensatory education
- bi-lingual education
- geographic cost differences
- density - sparsity factors
- declining enrollment
- capital and debt service

An early effort should be made to develop specific state-by-state guidelines which can be used by each state to improve their public library funding mechanisms.

Recommendation

The basic recommendation of this report is that a concerted nation-wide effort should be made to increase state fiscal support for the public library in closer conformity with state public education aid systems. This effort should receive the unified support of all sectors of the library community at local, state and national levels and should be addressed to state legislators, elected officials, political organizations and public interest groups. Leadership in the effort, however, should be generic to each state and each state should address the problem selectively and on an individual basis. The targets should be to increase the amount of state fiscal support and to improve the responsiveness and sensitivity of the state subsidy mechanisms to better reflect differing local public library needs and capacity to meet those needs. In each state, closer conformity with the public education subsidy system should be sought. In this effort, a major and visible emphasis should be to achieve a better balance in the intergovernmental funding of public libraries. Active support of local government officials and tax groups should be sought and utilized in the campaign. Concomitantly, librarians, local and state library boards, commissions and advisory boards should deliberately seek to establish closer planning, operating relationships and joint service agreements with public education groups, officials and institutions. A major objective here is to expand the utilization of public library services as an integral part of life-long learning and expanded learning opportunities for adults and children. All of this activity should represent a high priority issue in the up-coming state conferences and the White House Conferences scheduled for 1979. This report can be used to provide the rationale and much of the data base for use in this nationwide effort.

From a national perspective, the states represent targets of differing priority in terms of (1) their overall fiscal capacity and (2) their present support of local libraries. The "fiscal blood pressure" index described earlier (Table 4) and the per capita state-aid for public libraries presented in Table 5, provide the means to develop a composite measure of these two factors.

Tables 7 and 8 provide a comparative priority ranking of states reflecting both of the above identified factors. States which have a low "fiscal blood pressure", indicating unused fiscal capacity, are ranked low (Col. 1 of Table 7). Similarly, states which provide relatively small per capita amounts of aid for local libraries also receive a low rank. (Col. 2 of Table 7). The sum of these individual rankings thus provides the basis for a composite rank which indicates both need and capacity for increasing aid to local libraries. Tennessee, for example, has a low rank in the capacity index, provides no aid to local libraries, and, therefore, ranks #1 (Col. 4, Table 7) among states in terms of both need and capacity to increase aid to local libraries. New York, on the other hand, is

Table 7

Priority Ranking of States Reflecting Both Fiscal capacity and Need to Increase Fiscal Support for Public Libraries
(#1 = Top Priority)

	1 Rank By Capacity Index	2 Rank By Library Aid Index	3 Composite Index	4 Priority Rank to Improve Library Aid
UNITED STATES				
ALABAMA	10	18	28	11
ALASKA	4	21	25	8
ARIZONA	29	NA	NA	NA
ARKANSAS	6	17	23	6
CALIFORNIA	45	8	53	26
COLORADO	28	1	29	12
CONNECTICUT	36	14	50	24
DELAWARE	30	NA	NA	NA
DIST. OF COLUMBIA	NA	NA	NA	NA
FLORIDA	7	NA	NA	NA
GEORGIA	13	34	47	21
HAWAII	43	*	43	18
IDAHO	15	25	40	16
ILLINOIS	38	30	68	31
INDIANA	31	*	31	14
IOWA	25	22	47	21
KANSAS	24	16	40	16
KENTUCKY	17	29	46	20
LOUISIANA	19	6	25	8
MAINE	46	5	51	25
MARYLAND	41	32	73	34
MASSACHUSETTS	49	26	75	35
MICHIGAN	42	22	64	28
MINNESOTA	44	23	67	30
MISSISSIPPI	34	22	56	27
MISSOURI	21	16	37	15
MONTANA	18	11	29	12
NEBRASKA	12	10	22	5
NEVADA	11	16	27	10
NEW HAMPSHIRE	1	NA	NA	NA
NEW JERSEY	37	33	70	32
NEW MEXICO	23	3	26	9
NEW YORK	50	35	85	37
NORTH CAROLINA	20	28	48	22
NORTH DAKOTA	9	21	30	13
OHIO	16	12	28	11
OKLAHOMA	2	NA	NA	NA
OREGON	22	2	24	7
PENNSYLVANIA	39	27	66	29
RHODE ISLAND	47	31	78	36
SOUTH CAROLINA	32	19	51	25
SOUTH DAKOTA	14	*	14	3
TENNESSEE	3	*	3	1
TEXAS	8	13	21	4
UTAH	33	4	37	15
VERMONT	40	9	49	23
VIRGINIA	27	15	42	17
WASHINGTON	35	7	42	17
WEST VIRGINIA	26	18	44	19
WISCONSIN	48	24	72	33
WYOMING	5	*	5	2
PUERTO RICO				

Source: See footnote Table 8.

*No State aid System

NA - Not Available

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TABLE 8

List of States in Priority Ranking Reflecting Both Fiscal Capacity and Need to Increase Aid to Public Libraries

1. Tennessee*
2. Wyoming*
3. South Dakota*
4. Texas**
5. Nebraska**
6. Arkansas**
7. Oregon*
8. Alaska
8. Louisiana*
9. New Mexico**
10. Nevada**
11. Alabama**
11. Ohio**
12. Colorado*
12. Montana*
13. North Dakota*
14. Indiana*
15. Missouri**
15. Utah*
16. Idaho**
16. Kansas**
17. Virginia
17. Washington**
18. Hawaii*
19. West Virginia
20. Kentucky
21. Georgia
21. Iowa**
22. North Carolina
23. Vermont*
24. Connecticut**
25. Maine
25. South Carolina
26. California**
27. Mississippi
28. Michigan
29. Pennsylvania
30. Minnesota
31. Illinois
32. New Jersey
33. Wisconsin
34. Maryland
35. Massachusetts
36. Rhode Island
37. New York

*No state-aid system, or state-aid is 100 percent Federal funds.
**State-aid is 50 percent or more Federal funds.

Data Not Available - Arizona, Delaware, Florida, New Hampshire, Oklahoma.

Source and Methodological Note for Table 7 and 8

This priority ranking was derived from the data presented in tables 4 and 5. States were ranked by capacity index (Col. 1, table 7) according to the numerator of their "fiscal pressure" index shown on table 4. Where states had the same value, the "index of change in expenditures from 1964-1974 ("fiscal pressure" denominator) was used to refine the ranking. The library aid index ranking (Col. 2, table 7) is based on the per capita library aid for each state shown on table 5. All states which distributed neither Federal nor state funds to public libraries are ranked as "0". The composite index (Col. 3, table 7) is the sum of the two separate rankings. The priority rank to improve library aid (Col. 4, table 7) is a ranking of the composite value shown in Col. 3, table 7. E.g., Tennessee has maximum capacity to increase state expenditures and provides no state-aid for public libraries; therefore this state is #1 in a priority ranking to improve its library aid system.

highest among the states in "fiscal blood pressure", provides the highest per capita library aid and, therefore, ranks at the other end of the priority listing of states in terms of relative need to increase local library aid. Table 8 lists the states according to the composite ranking derived as described above.

It should be emphasized in using these rankings that they are *relative*. With $1.65 as the top per capita state-aid amount for local libraries, and with the great majority of states below a $1.00 per capita state aid amount, no state can assume it's aid program is fully adequate. Moreover, the state-aid figures used in this analysis include Federal funds distributed to local libraries through the state. Collectively, Federal funds represent 27 percent of the total state-aid distributed to local libraries. As indicated on Tables 7 and 8, five states have no state-aid system whatsoever, and six other states (excluding Hawaii, which has a unified state system) distribute only *Federal* funds to local libraries. In fourteen other states, the state-aid to local libraries is made up of 50 percent or more *Federal* funds. Thus, in 25 states, state-aid to local libraries either does not exist, or it is largely supported by Federal funds. All of these states are separately identified on Table 8. Clearly, regardless of ranking, these states represent top priority targets in the effort to improve state fiscal support of public libraries.

These priority ranking and descriptive tables are prepared as reference materials for individual state use in planning and implementing the effort to improve their library aid system. Comparative ranking of states can also be used effectively to demonstrate to state legislators, elected officials and interest groups that their state has the capacity and the need to improve their public library aid system. The general objective is to increase the amount of state aid as well as to increase the amount provided under equalization formulas. Table 6 (Page 54) shows for each state the amount of library aid in 1975 and the percentage of that amount, by type of aid provided. General characteristics of both public library and public school aid systems are provided in the Appendices C and D.

Appendix A

Summary of State and Federal Court Cases Relevant to the Issue of the Relationship of Public Libraries to Public Education(1)

1877 - Maynard v. Woodward 36 Mich 423

Issue: Heirs attacked validity of a will providing funds for a public library to be operated by a school district.

Opinion: (Excerpted)

It is somewhat strange, therefore, to have it suggested that libraries are not within the proper range of school apparatus, or that the purposes set forth in this will are in conflict with public school purposes. When schools cease to be used for such purposes, they will cease to be worthy of support or toleration. Nothing but poverty can make it proper for any school district to deprive itself of the valuable aid of libraries, which enlarge and supplement the work of the teacher, and educate people of all ages as no other instrumentalities can educate them.

1878 - Donohugh v. The Library Company of Philadelphia, 86 Pa 306

Issue: Library Company sought an injunction to avoid taxes levied on the library on the grounds it was an institution of learning and, as such, exempt.

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(1) "Is the Public Library an Educational Institution", soon to be published in the Wilson Library Bulletin (Text provided by Dr. Ladenson).

Opinion: (Excerpted)

The complainant is an 'association or institution of learning.' The educational influence of great libraries have been recognized by all civilized people in all ages.

1893 - Crerar v. Williams, (appeal from lower court) ruling upheld by Illinois Supreme Court, 145 Ill 625

Issue: Heirs attacked a will bequeathing money for establishing a public library in Chicago.

Opinion: (Excerpted)

...It is well said by the senior counsel of the defendants that 'such a library, beyond dispute, is a great public blessing to all within its range, rich and poor alike: it will make all of them wiser and better and more useful and powerful for good in all the relations of life; it is preeminently an educational institution, because its benefits will extend to a larger body of people than can be reached by any college or other school of learning.'

1895 - Essex v. Brooks, 164 Mass 79

Issue: Whether legacies to a town for establishment of a free public library were subject to tax under a statute which exempted educational institutions.

Opinion: (Excerpted)

We think that the library thus established may fairly be called an educational or charitable institution, and that legacies being given to the town for it come within the exemption of the statute, and are not subject to the tax.

1906 - School City of Marion v. Forrest, 168 Ind 94

Issue: Whether an act of the Indiana General Assembly creating library boards was unconstitutional because it involved an unlawful delegation of the power of taxation.

Opinion: (Excerpted)

We are not prepared to admit, in view of the provisions of Section 1, Art. 8 of the Constitution, that the Act in question involves an improper delegation of the authority to levy taxes. That article provides that 'Knowledge and learning, generally diffused throughout a community, being essential to the preservation of a free government, it shall be the duty of the General Assembly...to provide by law for a general and uniform system of common schools, wherein tuition shall be without charge and equally open to all.' It may, with propriety be said that a law providing for the organization and maintenance of public libraries is a part of the educational system of the state, and that boards organized under the provisions of said Act exercise the whole power of the municipality in respect to public libraries.

1909 - Webster City v. Wright County, 144 Iowa 502(1909)

Issue: Whether land owned by the public library was subject to taxation.

Opinion: (Excerpted)

The legal status of a public library is pretty well defined by the decisions of the courts of this country. Indeed it would seem that little doubt should be entertained regarding the educational character of such institutions. On no other theory can a tax levy in their support be sustained. The national bureau of education at Washington has always taken the position that public libraries are institutions of learning. ...In this state a library is considered to be within the proper range of school apparatus, ... Of course it is not a school in the narrow sense of the word, but a tax for the organization and maintenance of public libraries, as a part of the educational system of the state, has been sustained without question.

1912 - Attorney General, ex rel. McRae v. Thompson, 168 Michigan 511

Issue: Whether public library service is a state governmental function.

Opinion: (Excerpted)

The act incorporating the Detroit library commission provides that its commissioners shall be elected by the members of the board of education. Both the Constitution of 1850 and the new Constitution of 1909 require the legislature to establish at least one library in each township and city. It is held that libraries are a factor of civilization, a valuable instrumentality in education, that they enlarge and supplement the work of schools, are within the proper range of school apparatus, and free public libraries are supplemental to, and a part of the educational system of the state.

1914 - Tomay v. Crist, 75 Colo 437

Issue: Whether library associations could receive an estate from a will as an educational organization.

Opinion: (Excerpted)

Section 2390, C.L. 1921 gives express authority to religious, educational, charitable and literary corporations to take real and personal property by gift, devise or purchase, and there is no doubt of this corporation to take under the will. That a library association is educational and therefore within the terms of the statute, hardly requires the citation of authorities.

1928 - State ex rel. Carpenter v. St. Louis, 318 Mo 870

Issue: Whether public library service is an educational institution and a state governmental function.

Opinion: (Excerpted)

If a public museum (214 Mo. 231) is an educational institution in which the State is concerned and over which it may exercise control in St. Louis, then certainly a public library, a fortiori, is likewise an educational institution over which the state may exercise local control. That schools and their maintenance are separately provided for in the Constitution does not affect the question. Education is not limited to schools and it is within the control of the General Assembly, in the exercise of the State's police powers, to provide for other educational agencies.

1929 - Palos Verdes Library District of Los Angeles County v. McClellan, 97 Cal. App. 769

Issue: Whether a public library district has all the legal attributes of a school district.

Opinion: (Excerpted)

> [The public library] provides for the youth a medium for extra curricular research to supplement the basic principles taught in the classroom; it provides a facility for those to continue their education who, perforce, have abandoned attendance upon the public schools; and it is an institution which permits the adult, even though he may have completed the highest prescribed course of education, to continue his studies and improve his culture. In either event, the library raises the standard of knowledge and education. ... Each individual research serves as an enlightenment to the public at large. The institution which affords this opportunity is educational in its every aspect. This conclusion is supported by previous decisions of this court, ... The Legislature of Kentucky, as early as the year 1856, described the purchase of a library as an educational purpose. ... Other courts, both federal and state, recognize this characterization of public libraries. ... We have found no authority to the contrary.

1971 - Lamar v. Board of Education of Hancock County School District, 467 S.W. 2d 147

Issue: Whether a public library is equal to a school system.

Opinion: (Excerpted)

..., we considered an act of the General Assembly which required a city to levy a property tax for the purpose of maintaining a public library to the city. The act was attacked as being in violation of Section 181 of the Kentucky Constitution. We held that the act imposed a local tax but it was for state purposes. We noted that a public library is an educational institution and 'that education is a function of government. Such function or duty is not regarded as a local matter, but as a state governmental duty...' We discussed education and the school system and likened library facilities with those of the school.

1938 - City of Forth Worth et al.,v. Burnett et al., 115 S.W. 2d 436(1938)

Issue: Whether the public library is an educational institution, not a recreational institution.

Opinion: (Excerpted)

The court granted an injunction preventing the City from erecting a public library building on land which had been given to the City for recreational purposes. The Court stated: "We do not believe that the study of books is in any sense a recreation."

1939 - United States v. Proprietors of Social Law Library of Boston

Issue: Whether a law library was an educational institution and therefore exempt from Federal taxation.

Opinion: (Excerpted)

The court held that the law library, open to members only and free to government officials, was an educational institution and was exempt from the capital stock provisions of the Revenue Act of 1934.

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Appendix B

Table 1

Comparison of Percent Distribution of Expenditures for Public Libraries and Public Education by Governmental Source of Financing, by States and Regions, 1972

State	Percent Distribution Public Libraries			Percent Distribution Local Schools		
	Federal	State	Local	Federal	State	Local
United States	5.8	10.8	83.4	8.0	40.2	51.8
New England:	4.8	13.4	81.8	5.2	24.1	70.7
Maine	10.9	8.7	80.4	9.7	33.4	56.9
New Hampshire	N.A.	N.A.	N.A.	5.8	6.5	87.7
Vermont	N.A.	N.A.	N.A.	6.1	33.0	60.9
Massachusetts[1]	3.7	14.2	82.1	5.4	23.2	71.4
Rhode Island	10.0	21.5	68.5	9.0	35.3	55.7
Connecticut	4.2	10.6	85.2	2.7	22.4	75.0
Mideast:	4.1	16.8	79.1	6.1	40.3	53.6
New York	3.0	[illegible]	82.2	5.8	42.3	51.9
New Jersey	4.5	20.3	75.2	4.6	25.4	70.0
Pennsylvania	7.9	21.7	70.4	6.5	47.0	46.5
Delaware	N.A.	N.A.	N.A.	7.8	69.6	22.6
Maryland[2]	3.8	15.7	80.5	7.1	43.3	49.7
Great Lakes:	4.7	7.5	87.8	5.4	36.2	58.4
Michigan[3,4]	4.8	7.6	87.6	3.8	44.5	51.7
Ohio	4.3	2.1	93.6	6.2	30.5	63.3
Indiana[5]	3.8	2.5	93.7	5.4	31.5	63.1
Illinois	6.1	17.9	96.0	6.8	37.8	55.4
Wisconsin	3.7	2.9	93.4	4.3	30.4	65.4
Plains:	8.9	4.5	86.6	6.5	35.0	58.6
Minnesota[6]	4.4	2.8	92.8	4.7	48.4	46.9
Iowa	N.A.	N.A.	N.A.	3.7	31.3	65.0
Missouri	7.5	7.1	85.4	8.2	33.7	58.1
North Dakota	34.5	5.4	60.1	11.9	29.4	58.7
South Dakota	16.9	4.7	78.4	12.5	15.1	72.3
Nebraska	11.7	4.5	83.8	6.3	17.8	75.9
Kansas	11.9	2.1	86.0	8.0	27.4	64.6
Southeast:	10.3	14.1	75.6	14.9	51.6	33.6
Virginia	6.2	10.2	83.6	11.8	33.8	54.4
West Virginia	N.A.	N.A.	63.0	13.0	54.9	32.0
Kentucky	15.9	22.1	62.0	16.6	53.5	29.8
Tennessee	[illegible]	14.5	76.4	14.0	44.4	41.5
North Carolina[7,8]	10.1	20.1	69.8	15.9	62.6	21.5
South Carolina	12.9	11.2	75.9	18.0	55.0	27.0
Georgia	9.4	26.0	64.6	13.7	51.8	34.5
Florida	N.A.	N.A.	N.A.	11.3	52.9	35.9
Alabama	13.7	4.1	82.2	18.1	62.4	19.5
Mississippi	12.5	9.2	78.3	27.6	48.2	24.2
Louisiana	6.8	2.8	90.4	14.1	56.0	29.9
Arkansas	20.3	17.8	61.9	16.6	46.1	37.4
Southwest:	11.1	4.2	84.7	11.6	46.7	41.8
Oklahoma	N.A.	N.A.	N.A.	10.8	44.5	44.7
Texas	10.5	3.4	86.1	11.3	47.0	41.7
New Mexico[9]	16.1	11.2	72.7	19.6	60.0	20.4
Arizona	N.A.	N.A.	N.A.	9.4	40.1	50.5
Rocky Mountain:	11.9	10.1	77.8	9.3	34.0	56.7
Montana	21.6	6.7	71.7	8.5	23.9	67.7
Idaho	17.6	10.2	72.2	13.0	39.4	47.6
Wyoming	15.8	26.1	58.1	10.6	33.8	55.6
Colorado	7.9	8.2	83.9	8.3	27.5	64.2
Utah	9.8	8.0	82.2	9.3	52.1	38.6
Far West:	4.5	3.4	92.1	6.8	37.0	56.1
Washington	6.7	7.0	86.3	8.4	49.0	42.6
Oregon	9.4	7.5	83.1	4.5	19.9	75.6
Nevada	29.2	20.4	50.4	8.2	39.4	52.4
California	3.4	2.2	94.4	6.8	36.7	56.5
Alaska	N.A.	N.A.	N.A.	15.5	74.1	10.4
Hawaii	6.8	93.2	0	8.4	88.7	2.9

Source: See footnote, p. B-3,4

Appendix B
Table 2

Comparison of Percent Distribution of Expenditures for Public Library and Public Education by Governmental Source of Financing, by States and Regions, 1974

State	Percent Distribution Public Libraries			Percent Distribution Local Schools		
	Federal	State	Local	Federal	State	Local
United States	4.3	12.4	83.3	8.2	42.6	49.2
New England:	3.9	12.6	83.5	4.9	25.2	69.9
Maine	11.3	19.6	69.1	9.3	35.0	55.7
New Hampshire	N.A.	N.A.	N.A.	3.0	7.4	89.6
Vermont	N.A.	N.A.	N.A.	6.1	33.0	60.9
Massachusetts[1]	2.2	12.8	85.0	5.2	24.2	70.7
Rhode Island	14.1	16.3	69.6	8.2	36.2	55.5
Connecticut	3.1	10.2	86.7	2.9	23.8	73.3
Mideast:	2.5	17.7	79.8	6.3	40.0	53.7
New York	2.0	14.9	83.1	5.4	38.9	55.8
New Jersey	2.8	21.6	75.6	5.7	28.7	65.6
Pennsylvania	5.1	24.3	70.6	7.7	48.5	43.8
Delaware	N.A.	N.A.	N.A.	8.0	69.0	22.9
Maryland[2]	1.3	17.9	80.8	6.2	47.1	46.7
Great Lakes:	2.6	10.1	87.3	5.4	40.6	54.0
Michigan[3,4]	2.8	10.6	86.6	4.0	50.0	46.0
Ohio	2.4	3.8	93.8	6.2	32.6	61.2
Indiana[5]	2.8	2.9	94.3	7.0	38.4	54.6
Illinois	2.4	18.9	78.7	6.1	41.6	52.3
Wisconsin	2.6	10.8	86.6	3.6	37.6	58.8
Plains:	8.9	5.1	86.0	6.7	42.0	51.3
Minnesota[6]	3.9	3.3	92.8	4.7	58.1	37.1
Iowa	11.8	3.3	84.9	5.0	39.0	56.0
Missouri	7.2	7.0	85.8	7.0	35.2	57.8
North Dakota	23.4	9.1	67.5	9.0	42.0	49.1
South Dakota	13.3	8.1	78.6	15.0	13.0	72.0
Nebraska	9.9	8.3	81.8	9.7	20.4	69.9
Kansas	14.3	4.0	81.7	8.3	43.7	48.0
Southeast:	8.7	17.4	73.9	13.6	53.4	33.0
Virginia	4.4	10.4	85.2	10.6	32.8	56.6
West Virginia	N.A.	N.A.	55.3	13.1	55.7	31.2
Kentucky	7.9	27.7	64.4	14.4	54.2	31.4
Tennessee	6.4	14.5	79.1	13.1	45.1	41.8
North Carolina[7,8]	7.7	28.1	64.2	13.9	65.5	20.5
South Carolina	14.1	22.9	63.0	15.9	57.1	26.9
Georgia	11.1	27.6	61.3	11.9	54.5	33.6
Florida	N.A.	N.A.	N.A.	9.7	57.1	34.2
Alabama	15.9	3.9	80.2	14.2	63.0	22.7
Mississippi	15.4	18.8	65.8	24.5	52.5	23.0
Louisiana	5.5	4.1	90.4	19.5	52.8	27.6
Arkansas	15.0	19.4	65.6	17.4	47.5	35.1
Southwest:	4.9	6.5	88.6	11.2	47.2	41.6
Oklahoma	N.A.	N.A.	N.A.	11.2	47.7	41.1
Texas	3.4	5.0	91.6	11.0	47.4	41.5
New Mexico[9]	16.4	18.6	65.0	13.2	60.9	20.8
Arizona	N.A.	N.A.	N.A.	8.2	38.6	53.2
Rocky Mountain:	9.9	8.0	82.1	8.0	42.0	50.0
Montana	14.2	6.3	79.5	8.5	40.0	51.5
Idaho	10.1	9.7	80.2	11.1	43.3	45.6
Wyoming	11.5	16.7	71.8	8.7	33.1	58.2
Colorado	7.4	5.3	87.3	6.9	37.2	56.0
Utah	11.3	9.3	79.4	8.2	56.8	35.0
Far West:	3.4	5.0	91.6	9.2	40.0	50.8
Washington	4.6	13.5	81.9	7.9	45.0	47.1
Oregon	7.6	8.0	84.4	6.4	23.0	70.6
Nevada	15.4	22.1	62.5	7.0	37.4	55.5
California	2.7	2.7	94.6	9.7	40.9	49.4
Alaska	N.A.	N.A.	N.A.	16.8	62.6	20.3
Hawaii	7.4	92.6	0	8.2	88.8	3.0

See footnote, p. B-3,4

Footnotes: Table 3, and Appendix B, Tables 1 and 2

General note:

Public library expenditure data used in these tables were obtained through a special questionnaire survey of Chief State Library Officers in each state. At the time of report preparation, five states (New Hampshire, Delaware, Florida, Oklahoma, and Arizona) had not responded to the questionnaire and Vermont could not provide complete expenditure data for any of the three years. In four other states (Connecticut, Iowa, Kansas and West Virginia) data were not available for certain years.

Expenditure data were reported by source of funds used and certain definitions should be noted:

a. Federal source expenditures includes LSCA funds, any other Federal library programs and General Revenue Sharing (GRS) funds distributed to states and used specifically for public library purposes.

b. State expenditures include only those paid from state revenue sources.

c. Local expenditures were compiled by the Chief State Library Officers. These totals may include expenditures from local GRS funds.

Footnotes:

1. Massachusetts 1972, 1974 and 1975 local government expenditures for libraries reported as representing approximately 90 percent of the state's municipalities and excludes capital outlays.
2. Maryland expenditures exclude capital outlays.
3. Michigan 1975 data includes 1974 carry forward federal funds.

Footnotes: continued

4. Michigan 1974 data includes impoundment funds from 1973.

5. Indiana 1972 expenditure data reported from local own source revenues is for Calendar Year 1972.

6. Minnesota local expenditure data do not include capital outlays.

7. North Carolina 1975 expenditures from federal sources includes FY 1973 (supp.) and FY 1974 federal funds.

8. North Carolina 1974 expenditures from federal sources includes some FY 1973 funds.

9. New Mexico 1975 data was adjusted after letter inquiry to the state.

10. Table 6: Population estimates used in per capita calculation are as of July 1, estimates for 1972 and 1974. The estimates for 1975 are as of July 1 and are provisional. Personal income figures are based on the 1971 calendar year, the revised figures for 1974, and the preliminary figures for 1975. The calculations are based on the above data applied to expenditures listed in Table 4.

11. Table 7: "State payments to local governments" includes federal aid channeled to localities through the state.

Sources:

Table 4 - Questionnaire responses obtained for this study from Chief State Library Officers.

Table 5 - Derived from Table 4 data.

Table 6 - 1972 Personal Income - U.S. Department of Commerce, Survey of Current Business, August 1972

Table 6 - 1972 population - Bureau of the Census, Current Population Reports, Series p. 25, No. 488

Table 6 - 1974 and 1975 Personal Income - U.S. Department of Commerce, Survey of Current Business, April, 1976.

Table 7 - U.S. Bureau of Census, State Government Finances, 1967, 1972 and 1974

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Appendix C

PROJECT WORKING PAPERS

Summary Notes on State Public Library Aid Programs*

Alabama

- No statutory reference to library aid; 1972 Census of Governments shows $111,000 library aid to counties for "Approved Programs."

Alaska

- Flat grant reimbursement of up to $250 per library association for purchase of books and Periodicals. (Statutes, Sec. 14.56.040-14.56.060)

Arizona

- No statutory reference to library aid; 1972 Census of Governments shows $185,000 of Federal funds distributed to county and city libraries.

Arkansas

- No statutory reference to library aid, except that the State Library Commission (in the Department of Education), "may administer State aid to libraries" (Ark. Statutes 6-307). 1972 Census of Governments indicates a per capita grant plus distribution of Federal funds -- $522,000.

California

- Establishment grant - Maximum of $10,000 per library for 2 years after establishment - not exceed 25% of operating expense, Education Code, Sec. 27133 and 27144.
- Annual per capita grant - Equalization grant, which varies the per capita amount by taking into account population density and equalized assessed values (complicated formula) - Education Code, Sec. 27145.5.

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*Based on Analyses of American Library Laws, Fourth Edition 1973 and First Supplement, 1973-74, American Library Association, Alex Ladenson, Editor.

Colorado

- No statutory reference to library aid; 1972 Census of Governments indicates state library aid of $521,000 state funds distributed on formula based on population and area served; also Federal funds district on reimbursement basis.

Connecticut

- Flat amount annually -- $1,000 to public library aid and $1,200 to "principal public library," plus per capita amount to principal public library -- with maintenance of effort provision
  Sec. 11-24b.

***Delaware**

- Note -- public libraries (District Library Commissions) are established by school districts; Census shows no library aid! (probably also shows little or no local library expenditure). State library aid is provided through the Department of Community Affairs and Economic Development - ¼ of the amount raised locally, but not to exceed $3,000 for districts of the first class (1,800 school population); $1,500 for 2nd class district (school population 1,000 to 1,800); and $1,000 to 3rd class district (school population less than 1,000).

Florida

- Operating grant -- 25% of amount expended by county during previous year for operation and maintenances of library provided operating budget is at least $20,000.

- Equalization grant -- based on relative equalized property values and a minimum program.

- Establishment grant -- one-year grant not to exceed $50,000 for counties that join or form regional libraries.

- Construction grant -- not less than 50% of construction cost.

- Program grants -- based on applications in accordance with Florida long-range program for library services (Florida Statutes, Sec. 257.17 - 257.192).

Georgia

- Aid for library books and materials distributed in proportion to area and population. Aid for libraries' salaries paid to reimburse in accordance with state minimum salary schedule for teachers and other certificated professional personnel.
  Code, Sec. 32-625.

*Hawaii

- Public libraries administeres by the state department of education (as are public schools) .

Idaho

- No statutory reference to library aid, except under the powers and duties of the State Library Board (Idaho Code, Sec. 33-2504, p.2) -- "To assist in the establishment and financing of a statewide program of regional public library service..."

Illinois

- Equalization grant - amount to make up the difference between a specified levy on equalized assessed value and $1.50 per capita.
- Establishment grant - flat amount ($25,000 for one county plus $15,000 for each additional county viewed by the system).
- Per capita grant - (70 cents per capita) plus $25.00 per square mile of the area served.
- Discretionary grants - to specified research and reference centers.

Indiana

- No statutory reference to library aid.

Iowa

- No statutory reference to library aid. However, a 1973 Act (Ch. 200) established on Regional Library Systems, which will provide technical assistance to local libraries, contract with local library to improve public library service, etc. -- no reference to money grant.

Kansas

- No statutory provision for library aid -- Regional library system provides local library services with Federal, state and local funds -- (this was established in 1965).

Kentucky

- Equalizing grant statutes establish a "Public Library Service Fund" (to receive appropriation separate from that for the Department of Libraries) "for promoting, adiing and equalizing public library service..." Grants authorized to "qualifying" counties based on formulas and regulations designed by the Department of Libraries, Kentucky Rev. Stat., Sec. 171.204. The department evidently distributes a small amount on an equalization basis -- local effort and need (according to Census).

Louisiana

- No statutory provision for library aid.

Maine

- No statutory provision for library aid; 1973 laws, chapter 626 established regional library systems -- among the duties of the Library Commission established by this Act is to advise the Commission of Educational and Cultural Services on the apportionment of state aid to libraries. (Maine Rev. Stat., Title 27, Sec. 112(a) -- but no specific statutory provision for such aid.

Maryland

- State and Regional resource centers and metropolitan cooperative services -- Payment for State and Regional services Code of Maryland, Art. 77, Sec. 169.
- Equalization Aid based on relative per capita taxable wealth (assessed valuation), but no less than 20% of operating expenditures, subject to a minimum program expenditure, currently $3.00 per capita (statewide, the state share is 40% of the minimum program, but for individual counties the local share can be no more than 80% (state share no less than 20%) Code, At. 77, Sec. 176.
- Equalization Aid Building Fund to pay for debt received or pay-as-you-go construction -- difference between a minimum levy for this purpose and 50¢ per capita (Code, Art. 77, Sec. 177).

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Massachusetts

- Flat amount (up to $1,000) to towns with population of less than 2,000;
- Per capita amount (37½ cents) to cities and towns over 2,000 population;
- Per capita amounts, varying by population size to cities and towns providing regional library service;
- Additional 2½ cents per capita to Boston.

Michigan

- Per capita aid - ranging from 30 to 60 or 5 (varied by population density -- the lower the density the higher the aid. Michigan Stat., Sec. 15.1791(114).
- Additional per capita aid (5¢)(15.1791(116)).
- Partial reimbursement of head librarian's salary (15.1791(116)).

Minnesota

- Discretionary grants, based on applications; Laws of Minnesota 1973, Chap. 768, Sec. 2 (Lib. Div., State Department of Education, Appropriation Act).

Mississippi

- No statutory reference to library aid.

Missouri

- (1) Per capita grant, (2) Equalization grant based on local tax effort (Mo. Stat., 181.060); Reimbursement of cost of furnishing library services to the blind (Stat. 181.065)

Montana

- No statutory reference to library aid.

Nebreska

- No statutory reference to library aid.

Nevada

- No statutory reference to library aid except that the Nevada Council on Libraries has the "power" to "review plans and applications submitted by libraries and political sub-divisions for state grants -- in aid and make recommendations to the state librarian concerning approval" - Nevada Rev. Stat., Sec. 383.090.

New Hampshire

- Discretionary aid; N. H. Rev. Stat., Sec. 201-A:11.

New Jersey

- General library aid equalization aid - per capita aid equalized according to local tax effort (per capita amounts range from .25¢ to $1.25 depending on million levy - from less than 1/3 million/dollar of equalized valuation to more than ½ million/dollar of equalized valuation. New Jersey Stat., Sec. 18A:74-3.
- Construction Incentive Aid - partial reimbursement of eligible project costs. New Jersey Stat., Sec. 18A:74.19.
- Flat grants to area libraries and research library centers. New Jersey Stat., Sec. 18A:74-4 - 18A:74-5.
- Discretionary Incentive grants 18A:74-6.

New Mexico

- Discretionary aid for FY 1974 only (method of distribution to be determined by the State Library Commission) N.M. Stat., Sec. 4-11-19 through 4-11-2[illegible], enacted by Laws 1973, Chap. 370.

New York

- (1) Flat grants, (2) Per capita grants, (3) events related to area served (in square miles) (4) Local sponsor incentive aid - where a municipality, district or school district (local sponsor) increases its contribution by a specified amount, additional flat grants or per capita grants are provided. (5) Special grant to reimburse N.Y. Public Library for expenditure on research libraries up to specified amount. (Cons. Laws of N.Y., 1974 suppl., Education Law, Sec. 273. (6) Matching book aid.

North Carolina

- Discretionary aid - no statutory formula, but Dept. of Cultural Resources to develop distribution plan that takes into account "local needs, area and population to be served, local interest and such other factors as may affect the state program of public library service." N.C. Gen. Stat., 1973 suppl., Sec. 125-7.

North Dakota

- No statutory provisions, except references to contracting for library services by the State Library Commission.

Ohio

- Discretionary grants (Essential library services support program) Ohio Rev. Code, Sec. 3375.81 and 3375.82

Note: Public libraries in Ohio receive a portion of the tax on intangibles (classified property tax) collected in the area they serve.

Oklahoma

- No statutory provision.

Oregon

- Discretionary aid - Oregon Rev. Stat., Sec. 357.715.

Pennsylvania

- Equalization aid based on local tax effort.
- Per capita aid to district library centers.
- Flat grants to regional library resource centers, Penn. Statutes, Title 24, Sec. 4303.

Rhode Island

- Per capita aid - General Laws of R.I., Sec. 29-6-2.
- Discretionary aid for construction and capital improvements, Sec. 29-6-6
- Flat grants for supplementary resource centers, Sec. 29-6-7.1
- Flat grants to Providence public library, designated as the "principal public library" Sec. 29-6-8;
- Discretionary grants to special research centers Sec. 29-6-9.

South Carolina

- No statutory provision.

South Dakota

- No statutory provision.

Tennessee

- No statutory provisions.

Texas

- Flat grants to major resource systems,
- Per capita grants to major resource systems, Civil Statutes of Texas, Art. 5446a, Chap. E, Sec. 17(e). Major resource systems comprise major resource centers, area libraries and community libraries.

Utah

- No statutory provisions.

Vermont

- Discretionary Aid. Vermont Statutes, Title 22, Sec. 634.

Virginia

- Partial reimbursement of expenditure to improve library standards, plus per capita grant, plus grant per square mile, (Code of Va., Sec. 42.1-48),
- Flat grants to municipal libraries serving less than 5,00 population (42.1-49).

Washington

- No statutory provisions

West Virginia

- Discretionary aid, W. Va. Code, Sec. 10-1-20.

Wisconsin

- Per capita aid
- Aid per square mile, with amounts increasing for multi-county systems
- Partial reimbursement of operating expenses. Wis. Stat., Sec. 43.24.

Wyoming

- No statutory provisions.

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Appendix D

Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach		State Program Compensates for								Comments
	Foundation Program	Guaranteed Tax Base (GTB)	Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	
Ala.	$12,280 (average) per teacher unit. RLE:[2] Index of local ability times $4.676 million.			x						x	Districts required to levy a minimum of 7 mills, but can levy up to 12 mills without a vote. Above 12 mills require constitutional amendment with legislative approval and a sta wide and local vote. Local revenue also available from misc. nonproperty sources.
Alaska		$23,500 per instruction unit on percentage equalizing basis, minimum state share is 93%		x		x	x	x	x	x	Districts are fiscally dependen on local assemblies. No limitation on local levies.
Ariz.	$22,176 per classroom unit in common school. $27,890 per classroom unit in high school. RLE: 13 mills.		x	x		x			x	x	General homeowner property tax reduction keyed to school district spending levels. State property tax of 7.5 mills
Ark.		All districts receive total amount of foundation aid as in the previous year; increases in appropriations distributed on percentage equalizing basis.	x	x				x			Increases in appropriations ar divided between support for teacher units (75%) and operational support (25%).
Calif.	$909 per pupil in ADA in elementary, $1,094 per pupil in ADA in high school. RLE: 22.3 mills for elementary 16.4 mills for high school.		x	x	x	x		x	x	x	Bonus of $20 per pupil in ADA added to foundation level for districts which unify. Minimum aid per pupil of $125.
Colo.		$29.62 per mill per pupil in ADA.		x		x		x	x		Minimum state aid guarantee of $10.35 per mill per pupil.
Conn.		$27 per mill per capita		x	x					x	Flat grant of $250 per pupil. Lottery is only source of funds for GTB, which remains under funded.
Del.		$1500 per unit on percentage equalizing basis; minimum state share is 10% ($150) maximum 90% ($1350).	x	x						x	Major state aid is a flat grant per unit based upon a state salary scale, and for other cost

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Basic Characteristics of Public Education Subsidy Systems - 1975

State	Equalization Approach		State Program Compensates for								Comments
	Foundation Program	Guaranteed Tax Base (GTB)	Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	
a.	$745 per weighted pupil (full time equivalent). RLE: Approx. 6.1 mills.		x	x	x		x	x		x	To participate in foundation program, school boards cannot exceed 8 mills. 80% of funds for grades K-3 must be expended in those grades. 70% expenditure requirement for other categories
Ga.	$8850 (average) per instructional unit (based on a state salary scale) plus $1400 per unit for expenses. RLE: about 4 mills.	Up to district at 90th percentile of wealth, but unfunded in 1975-76.		x				x		x	Limit of 20 mill levy without vote, up to 13 mills with vote.
Hawaii											Full state funding including capital outlay. No property tax revenue for schools.
Idaho	$570 per weighted pupil in ADA RLE: 22 mills.		x	x				x			
..l.	$650 per weighted pupil in ADA. Chargeback: 8.4 to 10.6 mills depending upon size and type of district	$64,615 per pupil (tax base) in elementary districts, $120,000 in high school and $47,000 in unit districts.	x	x	x	x			x	x	Flat grant of $60 per elementary pupil and $75 per high school pupil to districts not receiving equalization aid. Districts may select to receive aid under either the foundation program or the GTB; most districts opt the GTB.
Ind.	$690 per weighted pupil in ADM. Chargeback 30 mills.			x	x				x	x	
wa	$775 per pupil in membership. RLE: 20 mills.			x					x		
ns.		$600 per pupil (average) for each 1 percent of local effort.		x				x	x		Federal impact aid included in state aid formula. Every district receives 15% of resident individual income tax liability.
Ky.	$417 (1974-75) per weighted pupil in average daily full-time equivalence attendance. RLE: Approx. 30 mills.		x	x					x	x	Weighted pupils adjusted by statewide schale of teacher rank and experience. Foundation program funds must be expended in weighting category where earned.
[illegible]	$8250 per teacher (average) based on state salary schedule. RLE: 5 mills, plus severance tax and ½ of receipts from school land.		x	x		x		x			20 mills above required local effort and 1 cent local sales tax permitted with vote. Flat grant of $6.68 per pupil. School districts are fiscally dependent on parish (county) or city. $48 per pupil for expenses included in foundation program.

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State	Equalization Approach		State Program Compensates for								Comments
	Foundation Program	Guaranteed Tax Base (GTB)	Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	
na	$696 (state wide average expenditure) per elementary pupil, $1078 per secondary pupil. Uniform property tax of 13.25 mills.	$50 per mill per pupil, for maximum of 2.5 mills above 13.25 mill uniform tax rate.	x	x				x		x	State recaptures uniform property tax in excess of foundation program. No recapture on 2.5 mills above uniform property tax of 13.25 mills. Federal impact aid included in state aid formula.
	$624 per pupil. RLE: 0.680 percent of property valuation and taxable income.			x				x		x	State level property assessment.
on.		Percentage equalizing, state share is 35% of average wealth district; minimum support level 15%, maximum 75%.		x		x				x	Reimbursement under GTB only for per pupil expenditures between 90-110% of state average. Minimum of 15% bonus state aid for towns joining regional districts.
ch.		$42.40 per mill per pupil up to 20 mills, $38.25 between 20 and 27 mills.		x	x	x					Additional state aid for areas with non-educational tax rates 35% more than state average.
Minn.	$900 per weighted pupil in ADM. RLE: 29 mills.		x	x	x				x		Districts with pupil growth rate of 2-5% receive extra weighting.
ss.	$11,538 (est. 1975-76) per average teacher unit. RLE: County index times $16 million.			x						x	25 mill unvoted limit, additional 3 mills by voter approval.
Mo.	$616 (154% of $400) per pupil in ADA. RLE: 12.5 mills plus railroad and utility property revenue and intangible taxes.			x	x						State aid of $14 per pupil in ADA in districts which levy at least 35 mills. Two-thirds vote required for levies above 37.5 mills.
nt.	$511 per elementary pupil, $681 per high school pupil; mandatory state levy of 25 mills for elementary, 15 mills for high school.	Approx. $14 per mill per elementary pupil, maximum of 9 mills; approx. $28 per mill per high school pupil, maximum 6 mills.	x	x				x			Statewide property tax revenues exceeding foundation level recaptured by state Property assessors are agents of State Department of Revenue.
br.	$225 per pupil in ADM in kindergarten, $450 in grades 1-6, $500 in grades 7-8, $550 in grades 9-12. RLE: 8 mills (K-8 district) 12 mills (K-12 district) 5 mills (9-12 district)		x	x	x			x			Pupil flat grants ($17.50 - $49 according to grade level) and teacher flat grants ($150 - $350 according to qualifications) deducted from foundation amount.

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Mo.	$832 (statewide average) per weighted pupil. RLE: 7 mills, plus 1 cent sales tax.	125% of foundation amount with 15 mills.	x	x				x			No recapture to state under GTB.
N.H.	$493 per elementary pupil, $700 per high school pupil. Chargeback: 14 mills.		x	x						x	No maximum on millage levy by district school committees. Flat grant of $24.52 per pupil from sweepstakes.
N.J.		$79 per mill per pupil in ADM (1.3 times state average).		x	x	x				x	Law (Chapter 212, Laws of 1975) must be approved by Supreme Court before implementation. Law retains hold-harmless and minimum aid provisions. Expenditures per pupil in district at 65th percentile is limit for GTB aid.
N.M.	$703 per weighted pupil in ADM. RLE: 8.925 mills plus federal impact aid (P.L. 874).		x	x		x		x		x	Teacher training and experience index used to adjust weights. Property tax limit of 8.925 mills with no voter override. State assesses corporate property.
N.Y.	$1200 per weighted pupil. RLE: 15 mills.		x	x	x	x				x	Minimum flat grant of $360 per pupil to all districts. Many districts under save-harmless provision.
N.C.	$10,682 (average) per teacher and principal; $15,976 per supervisor. RLE: none.		x	x							Flat grants as follows: instructional materials, $9 per pupil; plant operations, $25.91 per pupil; clerical assistance, $7.[illegible] pupil.
Dak.	$640 per weighted pupil. Chargeback: 20 mills.		x					x	x	x	Porti[illegible] impact aid inclu[illegible]ing state aid. Nonvoted tax [illegible] of 24 mills, no limit wit[illegible] vote (60% majority)
Oh.		$40 per mill per ADM up to 20 mills; $42 per mill per pupil for next 10 mills (phase-in 17% first year, 26% second year.)		x	x				x		New program enacted in 1975. Save-harmless guarantees same state aid as previous year. Disadvantaged pupil impact aid based on concentration of ADC pupils and district total ADM, from $7.50 per pupil to $71.50 per pupil in total ADM.
Ia.	$275 per elementary pupil in ADA, $330 per secondary pupil. Chargeback: 15 mills plus 75% of 4 mill county levy.	Percentage equalizing of 5 mills (between 15 and 20), state share is 45% of average wealth district, minimum support .415, maximum .835.	x	x							Nonvoted limit of 20 mills, 35 mill limit with vote. Flat grants of $48.33 per pupil in ADA for salaries of teachers and support personnel.

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reg.	$827 per weighted pupil in ADM. Chargeback: 8.79 mills.		x	x				x	x		Intermediate education districts provide limited equalization of educational resources. Flat grant of $296 per weighted pupil, which is counted toward foundation program.
a.		Lesser of actual expenses per weighted pupil in ADM or $750, on percentage equalizing basis with state share 50% in average wealth district; minimum state share 10%.	x	x	x			x		x	
.I.		Actual previous year expense on percentage equalizing basis; minimum state share 30%.		x	x	x		x		x	Bonus state aid for regionalizing two or more districts.
S.C.	$7,790 (average) per teacher. One teacher for 26 pupils in ADA. RLE: none.			x						x	Flat grant of $35 per pupil for operational aid
Dak.	$10,000 per classroom unit. RLE: 18 mills on nonagricultural property, 13 mills on agricultural.		x	x				x			Nonvoted tax limit of 40 mills on nonagricultural, 24 mills on agricultural; 10 mills more by 75% voter approval. Flat grant of $1550 per classroom unit.
Tenn.	$7915 per teaching position (average according to state salary scale). RLE: Economic index times $18.2 million.			x				x		x	No tax rate limit on school levies.
Tex.	$10,747 (average) per personnel unit, plus $90 per pupil in ADA. Chargeback: 3 mills.	Maximum of $50 million per year and/or $70 per pupil to districts with property wealth less than 125% of state average wealth per pupil, on percentage equalizing basis.	x	x	x	x		x			New law (HB 1126) includes $5 million appropriated to governor's office for study to determine the "value of taxable property in each school district." Save harmless guarantees districts 104% of previous year state aid; chargeback cannot increase more than 200% over previous year.

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State	Equalization Approach: Foundation Program	Equalization Approach: Guaranteed Tax Base (GTB)	State Program Compensates for: Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
ah	$621 per weighted pupil unit. RLE: 28 mills.			x	x	x		x		x	Proceeds from 28 mill levy which exceed foundation program are paid (recaptured) to state. Additional pupil units based upon training and experience of professional staff in a district. Above 28 mills, up to 38 mills) by vote. Capital outlay funding under study.
...		Percentage equalizing with state aid 32% of average wealth district.		x						x	No minimum or maximum school tax rates provided by law.
Va.	$730 per pupil. Chargeback: $730 per pupil minus sales tax times composite index.			x	x						Proceeds from 1 cent state sales tax returned to schools on basis of school age population. Incentive state payment of 5% of per pupil expenditures for exceeding "required local expenditure".
Wash.	$480 per weighted pupil. RLE: state property tax of 36 mills.			x	x	x		x		x	State property tax of 36 mills on adjusted valuation. Pupils weighted according to staff training and experience (state average weight is 36%). No limit on voter-approved millage, but for one year only.
W. Va.	$7819 (average) per teacher according to state salary scale. Chargeback: 3.92 mills on residential and farm, 7.84 mills on other property except personal property.			x						x	All districts at or above non-voted tax limits of 2.29 mills on personal property, 4.59 mills on residential and farm, 9.18 mills on other property. Voted tax limit is twice non-voted. Flat grants of $1200 per teacher. Amounts for current expense and administration distributed on per pupil basis.
e.		For districts with per pupil expenditures below $1405: $90,000 K-12 districts; $253,000, 9-12 districts; $107,300, K-8 districts. For districts above $1405: $55,400, K-12 districts $155,400, 9-12 districts; $65,900, K-8 districts.		x	x					x	In 1975-76 no recapture to state from districts with valuations exceeding guarantee. Effective 1976-77, full recapture to state of excess above second tier of guaranteed tax base (above $1405) except for transitional save-harmless aid.
				x				x		x	

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	Equalization Approach		State Program Compensates for								
State	Foundation Program	Guaranteed Tax Base (GTB)	Grade Level Differences	Special Ed.	Compensatory Ed.	Bi-lingual Ed.	Geographic Cost Diff.	Density-Sparsity	Declining Enrollment	Capital & Debt Service	Comments
Wyo.	$18,700 per classroom unit RLE: 10 mills (grades 1-12 district) plus share of 12 mill county levy.	Statewide average valuation per unit minus district valuation times 13 mills times number of units (for districts at maximum levy).		x				x		x	25 mill nonvoted levy limit in unified districts: 3 additional mills with vote. State property of 5 mills.

Footnotes: (1) RLE means Required Local Effort.
(2) Chargeback refers to local funds used as a substraction factor applied to state grants

Source: Adapted from "School Finance at a Glance" prepared by the Education Commission of the States, Denver, Colo.

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